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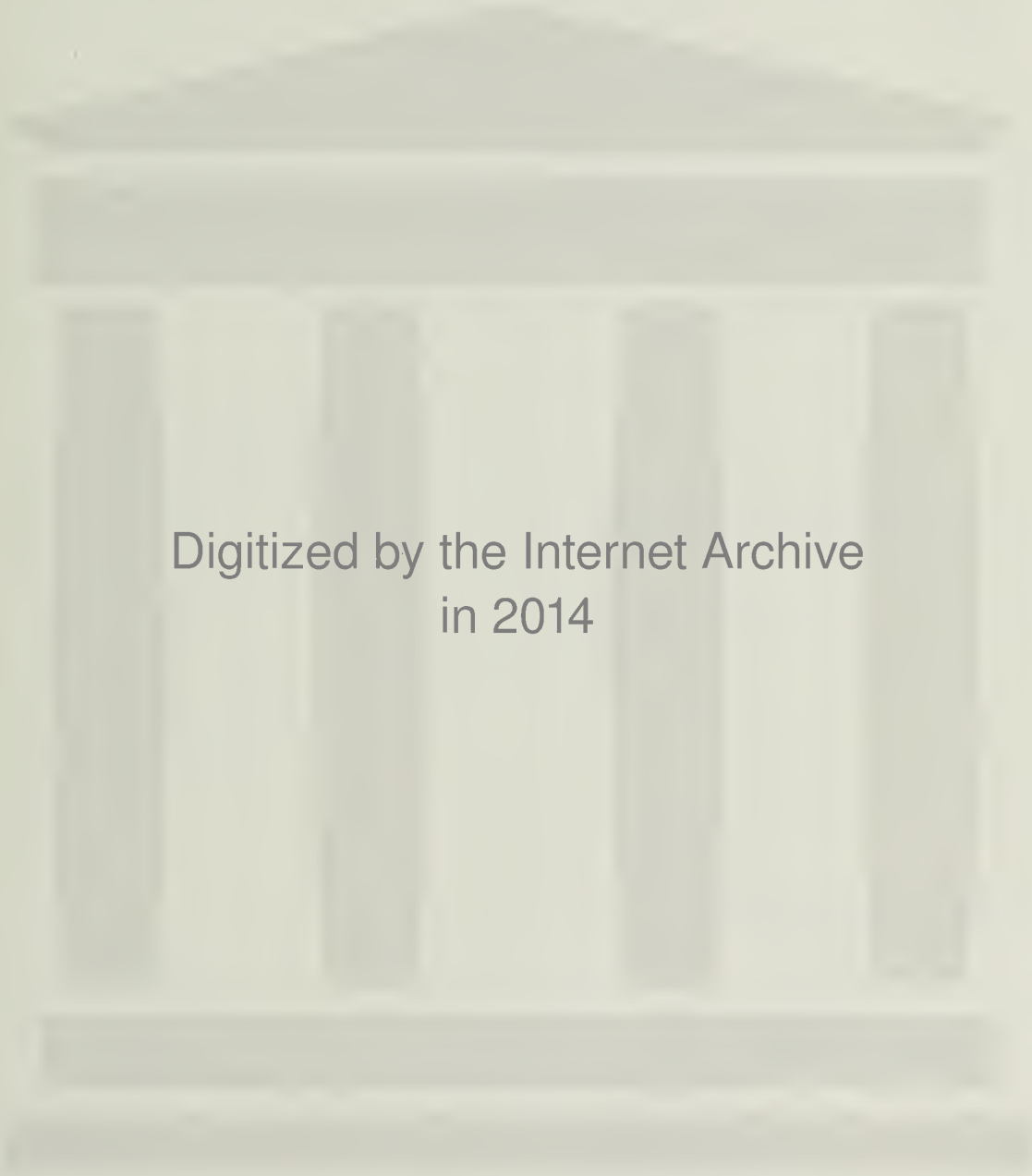


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NOTICE

GENERAL PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

The General Plan was last printed in September 1988 in a consistent letter-size format. Unless otherwise noted with *, the Elements and Area Plans listed below are those printed in 1988. A separate publication titled "Amendments to the General Plan Adopted between September 1988 and December 1996" contains the text of those amendments for which the respective element or area plan was not reprinted.

The following Elements, Program Documents and Area Plans constitute the current General Plan as of January 1, 1997:

Residence Element*

Part 1: Data and Needs Analysis

Part 2: Objectives and Policies

Part 3: Implementation Programs

Residence Element Update: Subsidized Housing Preservation Analysis and Programs

Commerce and Industry Element

Recreation and Open Space Element

Programs for Implementing the Recreation and Open Space Element

Transportation Element*

Implementation Program for the Transportation Element

Urban Design Element

Environmental Protection Element

Community Facilities Element

Community Safety Element

Arts Element*

Downtown Plan

Chinatown Plan

Rincon Hill Plan

Civic Center Plan

Van Ness Avenue Plan

Western Shoreline Plan

Northeastern Waterfront Plan

Central Waterfront Plan*

Part 1 and Part 2 (Mission Bay)

South Bayshore Plan*

South of Market Plan*

Land Use Index

Copies of the General Plan Volume on sale at the Department do not contain the program documents for the Residence, Transportation and Open Space Elements. They have to be purchased separately.

Please note that the General Plan is periodically updated and new or revised elements and area plans are adopted by the Planning Commission. As and when they are adopted, they become part of the General Plan. Until the Department is able to print the adopted version, the document is available as the published proposal for adoption with an addendum indicating any changes made by the Planning Commission in adopting the element or area plan.

DOCUMENTS DEPT.

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FOREWORD

This publication contains all amendments to the General Plan adopted between September 1988 and December 31, 1996. The amendments are presented as adopted, with the Planning Commission Resolution and Exhibits showing the actual text and/or map amendments.

This compilation of amendments is a set of copies of **all amendments** in chronological order and an index cross-referencing the amendments by General Plan Element or Area Plan. This document is available for purchase for \$ 15. Also available free of charge are the amendments from September 1995 to December 31, 1996 to complement the previously purchased "Amendments to the Master Plan adopted between September 1988 and September 1995."

The General Plan was last published in September 1988 in a consistent letter-size format. That publication included all amendments adopted prior to September 1988. Subsequent major amendments, new Elements or Area Plans, including the Residence Element, Transportation Element, Arts Element, Mission Bay Plan, Central Waterfront Plan, Van Ness Plan, South Bayshore Plan and South of Market Plan, were printed separately after 1988. Program documents are generally not sold with General Plan elements or area plans and should be requested separately. All these documents are available for purchase at the Planning Department. Future amendments to the General Plan will be periodically published. Due to budget constraints, the Planning Department is presently not able to reprint the entire General Plan in a form incorporating all text and map amendments.

If you have any questions regarding General Plan Amendments please call Inge Horton of the Planning Department at 558-6279.

GENERAL PLAN OVERVIEW

[Items noted below are the most current copies available at the Library. Persons wishing to confirm an authoritative source should contact the Planning Department at 558-6377.]

The General plan of the City & County of San Francisco. [San Francisco, Calif.: Dept of City Planning.

Binder includes:

- Commerce and Industry Element
- Recreation and Open Space Element
- Transportation Element
- Urban Design Element
- Environmental Protection Element
- Community Facilities Element
- Arts Element
- Downtown Plan
- Chinatown Plan
- Rincon Hill Plan
- Civic Center Plan
- Van Ness Avenue Plan
- Western Shoreline Plan
- Northeastern Waterfront Plan
- Land Use Index

According to memo from the Department of Planning, the General Plan also includes

363.7392 Ai71a

Air quality: proposal for adoption : an element of the plan of the City and County of San Francisco. [San Francisco, Calif.]: Planning Dept., 1997.

Central Waterfront Plan - not available

363.3495 C737p

Community safety: implementation programs : an element of the Master plan of the City and County of San Francisco. [San Francisco, Calif.]: The Dept., 1997.

363.5097 R311e

Residence. Element of the Master plan of the City and County of San Francisco. Residence. An element of the Master plan of the City and County of San Francisco. [San Francisco, Calif.]: The Dept., 1990.

711.4097 Sa52sp

South of Market plan: proposal for adoption. [San Francisco, Calif.]: The Dept., 1988.

711.4097 So87pr

South Bayshore plan: an area plan of the Master plan of the City and County of San Francisco : a proposal for adoption. [San Francisco, Calif.]: The Dept., 1995.

Other (recent) items of interest

363.3495 C737i

Community safety: implementation programs : an element of the Master plan of the City and County of San Francisco. [San Francisco, Calif.]: The Dept., 1997.

363.7392 Ai71I

Air quality implementation programs: an element of the general plan of the City and County of San Francisco. [San Francisco, Calif.]: Planning Dept., 1997.

363.69 P926d

Preservation, an element of the general plan: draft for citizen review. [San Francisco, Calif.]: The Dept. 1996.

359.7097 Sa523p

Hunters Point Shipyard: proposal for citizen review. [San Francisco]: The Dept., 1996.

SEARCH TIPS:

The General Plan was called the Master Plan for many years. Use both terms when searching for documents.

Many other publications are related to the General Plan, including environmental impact reviews, background reports, area plans and land use plans. Use the online catalog to locate these documents.

□ SAN FRANCISCO □

SAN FRANCISCO



MASTER PLAN

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CITY AND COUNTY OF SAN FRANCISCO
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MASTER PLAN

CITY AND COUNTY OF SAN FRANCISCO

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DEPARTMENT OF CITY PLANNING

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INTRODUCTION

§ 3.524 of the Charter of the City & County of San Francisco provides as follows:

It shall be the function and duty of the city planning commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

State law requires that the Master Plan address seven issues: land use, circulation, housing, conservation, open space, noise and safety. Those issues can be organized in whatever way best suits the locality.

The San Francisco Master Plan is designed as a guide to the attainment of the following general goals:

- Protection, preservation, and enhancement of the economic, social, cultural, and esthetic values that establish the desirable quality and unique character of the city.
- Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all residents and by providing adequate open spaces and appropriate community facilities.
- Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.
- Coordination of the varied pattern of land use with public and semi-public service

facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors.

- Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.
- Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.

The manner in which these general goals are to be attained is set forth through a statement of objectives and policies in a series of elements, each one dealing with a particular topic, which applies citywide. The Master Plan currently contains the following elements: Residence, Commerce and Industry, Recreation and Open Space, Community Facilities, Transportation, Community Safety, Environmental Protection and Urban Design. In addition, a Land Use Index cross-references the policies related to land use located throughout the Master Plan. Additional elements may be added from time to time.

The Plan also contains the following area plans which cover their respective geographic areas of the city: Downtown, Civic Center, Western Shoreline, North-eastern Waterfront, Central Waterfront, South Bay-shore, Rincon Hill, Chinatown and Van Ness Avenue. Here the more general policies in the Master Plan elements are made more precise as they relate to specific parts of the city.

The Plan is intended to be an integrated, internally consistent and compatible statement of objectives and policies and its objectives, and policies are to be construed in a manner which achieves that intent. Sec. 101.1(b) of the Planning Code, which was added by Proposition M, November 4, 1986, provides as follows:

The following Priority Policies are hereby established. They shall be included in the preamble to the Master Plan and shall be the basis upon which inconsistencies in the Master Plan are resolved:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
3. That the City's supply of affordable housing be preserved and enhanced;
4. That commuter traffic not impede Muni transit services or overburden our streets or neighborhood parking;
5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;
6. That the City achieve the greatest possible preparedness to protect against injury and the loss of life in an earthquake;
7. That landmarks and historic buildings be preserved; and
8. That our parks and open space and their access to sunlight and vistas be protected from development.

I ELEMENTS

RESIDENCE

RESIDENCE

RESIDENCE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

RESIDENCE ELEMENT

Adopted September 13, 1990 by the City Planning Commission Resolution No. 12020



RESIDENCE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING, IN APPROPRIATE LOCATIONS WHICH MEETS IDENTIFIED HOUSING NEEDS AND TAKES INTO ACCOUNT THE DEMAND FOR AFFORDABLE HOUSING CREATED BY EMPLOYMENT GROWTH.

POLICY 1

Promote development of permanently affordable housing on surplus, underused and vacant public lands.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use, giving preference to permanently affordable housing uses.

POLICY 3

Create incentives for the inclusion of housing, including permanently affordable housing in commercial developments.

POLICY 4

Locate infill housing on appropriate sites in established neighborhoods.

POLICY 5

Allow new secondary units in areas where their effects can be dealt with and there is neighborhood support, especially if that housing is made permanently affordable to lower income households.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy, or on sites containing existing housing worthy of retention.

POLICY 7

Obtain assistance from office developments and higher educational institutions in meeting the housing demand they generate, particularly the need for affordable housing for lower income workers and students.

POLICY 8

Encourage construction of new single room occupancy residential hotels.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE THE SUPPLY OF HOUSING WITHOUT OVER CROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

POLICY 1

Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.

POLICY 2

Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.

POLICY 3

Allow flexibility in the number and size of units within permitted volumes of larger multi unit structures, especially if

the flexibility results in creation of a significant number of dwelling units that are permanently affordable to lower income households.

POLICY 4

Adopt specific zoning districts which conform to a generalized residential land use and density plan and the Master Plan.

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

POLICY 1

Discourage the demolition of sound existing housing.

POLICY 2

Control the merger of residential units.

POLICY 3

Consider legalization of existing illegal secondary units where there is neighborhood support and the units can conform to minimum Code standards of safety and livability and the permanent affordability of the units is assured.

POLICY 4

Restrict the conversion of rental housing to condominiums or other forms of tenure or occupancy.

POLICY 5

Prohibit the conversion of rental housing to time share, corporate suite or hotel use.

POLICY 6

Restrict the conversion of housing in commercial and industrial areas.

POLICY 7

Preserve the existing stock of residential hotels.

SEISMIC SAFETY

OBJECTIVE 4

TO REDUCE THE RISK OF BODILY HARM AND LOSS OF HOUSING IN AN EARTHQUAKE.

POLICY 1

Build new replacement housing to compensate for the affordable housing rendered uninhabitable by the October, 1989 earthquake.

POLICY 2

Reduce seismic hazards in unreinforced masonry buildings without reducing the supply of affordable housing.

POLICY 3

Improve the seismic stability of existing housing.

HOUSING CONDITION

OBJECTIVE 5

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING WHILE MAINTAINING EXISTING AFFORDABILITY LEVELS.

POLICY 1

Assure that existing housing is maintained in decent, safe sanitary condition at existing affordability levels.

POLICY 2

Promote and support voluntary housing rehabilitation which does not result in the displacement of lower income occupants.

POLICY 3

Assure correction of serious continuing code violations and loss of housing.

POLICY 4

Maintain and improve the existing supply of public housing.

POLICY 5

Preserve landmark and historic residential buildings.

AFFORDABILITY

OBJECTIVE 6

TO IMPROVE THE CITYWIDE AFFORDABLE HOUSING DELIVERY SYSTEM.

POLICY 1

Reorganize and coordinate governmental activity related to affordable housing

POLICY 2

Expand affordable housing capacities of community based non-profit organizations.

POLICY 3

Improve the planning review and approval process and give priority to permanently affordable housing projects.

POLICY 4

Create greater public awareness of the affordable housing problem and support for affordable housing.

OBJECTIVE 7

TO INCREASE LAND AND IMPROVE BUILDING RESOURCES FOR PERMANENTLY AFFORDABLE HOUSING.

POLICY 1

Create more housing opportunity sites for permanently affordable housing.

POLICY 2

Include affordable units in larger housing projects.

POLICY 3

Grant density bonuses for construction of affordable or senior housing.

POLICY 4

Promote more economical housing construction to achieve affordable housing.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

POLICY 6

Encourage industrialized housing production techniques where such techniques result in compatible quality of design at lower cost.

POLICY 7

Allow construction of unconventional housing types that reduce cost, if quality can be maintained.

OBJECTIVE 8

TO EXPAND FINANCIAL RESOURCES FOR PERMANENTLY AFFORDABLE HOUSING.

POLICY 1

Enhance existing revenue sources for permanently affordable housing.

POLICY 2

Create new sources of revenue for permanently affordable housing

POLICY 3

Provide new mechanisms to assure long-term financing for permanently affordable housing.

POLICY 4

Develop greater investment in and support for affordable housing programs by corporations, churches, unions and financial institutions.

OBJECTIVE 9

TO IMPROVE THE FOCUS OF AFFORDABLE HOUSING PROGRAMS.

POLICY 1

Employ uniform definitions of permanent affordability.

POLICY 2

Make affordable housing permanently affordable.

POLICY 3

Establish affordable housing priorities which emphasize the needs for very low income housing.

OBJECTIVE 10

TO PROTECT THE EXISTING AFFORDABILITY OF HOUSING.

POLICY 1

Preserve affordability of existing affordable units.

POLICY 2

Protect existing buildings at risk of losing their subsidies or being converted to market rate housing.

POLICY 3

Ensure equal access to, protection for, and affirmative marketing of affordable housing.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

OBJECTIVE 11

TO ACHIEVE AFFORDABILITY THROUGH VARIOUS FORMS OF OWNERSHIP .

POLICY 1

Encourage non-profit and limited equity ownership and management of housing.

POLICY 2

Support new affordable ownership programs.

NEIGHBORHOOD ENVIRONMENT**OBJECTIVE 12**

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

POLICY 4

Promote construction of well designed housing that conserves existing neighborhood character.

POLICY 5

Relate land use controls to the appropriate scale for new and existing residential areas.

POLICY 6

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

ACCESSIBILITY**OBJECTIVE 13.**

TO PROVIDE MAXIMUM HOUSING CHOICE.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color, disability, health (AIDS/ARC), source or amount of income, citizenship or employment status as a family day care provider.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

POLICY 3

Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly, and the homeless.

POLICY 4

Eliminate discrimination against households with children.

POLICY 5

Encourage economic integration in housing by ensuring that new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that all new large market rate residential development includes affordable units.

POLICY 6

Provide adequate rental housing opportunities.

POLICY 7

Expand opportunities for home ownership without significantly diminishing the supply of rental housing.

POLICY 8

Amend regulations relating to group housing to ensure a distribution of quality board and care, adult day care facilities and single room occupancies.

DISPLACEMENT

OBJECTIVE 14

TO AVOID OR MITIGATE
HARDSHIPS IMPOSED BY
DISPLACEMENT.

POLICY 1

Minimize relocation hardship and displacement caused by the public or private demolition or conversion of housing.

POLICY 2

Permit displaced households the right of first refusal to occupy replacement housing units of comparable in size, location, cost and rent control protection.

POLICY 3

Provide relocation services where publicly funded or private actions cause displacement.

HOMELESSNESS

OBJECTIVE 15

TO DEAL WITH THE ROOT CAUSES
OF HOMELESSNESS, RECOGNIZING
THE SOLUTION IS MORE THAN THE
PROVISION OF EMERGENCY
SHELTER.

POLICY 1

Shift focus from provision of temporary shelter to provision of permanent affordable housing.

POLICY 2

Develop strategies to deal with root causes of homelessness including lack of financial resources, employment and health services.

POLICY 3

Provide emergency assistance programs including emergency access to food, clothing and shelter, improve coordination of services in existing shelter programs and expand health care outreach services.

POLICY 4

Facilitate childcare and education for children of homeless families.

POLICY 5

Adopt measures that prevent homelessness.

STATE AND REGIONAL COORDINATION

OBJECTIVE 16

TO ADDRESS AFFORDABLE
HOUSING NEEDS THROUGH A
COORDINATED STATE AND
REGIONAL APPROACH.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of affordable housing in the region.

POLICY 2

Encourage development of housing in the bay area which will meet regional housing needs and contribute to the quality of life in the region.

POLICY 3

Encourage the distribution of affordable housing throughout the Bay Area without diminishing efforts to expand such housing in the City.

POLICY 4

Encourage the State of California to develop and implement an affordable housing plan.

RESIDENCE

INTRODUCTION

San Francisco's economic and social vitality depends on having a range of housing types and prices for all its inhabitants. The Residence Element sets forth the objectives, policies, and programs that address broadly defined housing needs over the next five years.

The Residence Element consists of three parts. Part II appears after this introduction. Parts I and III are published separately. Part I contains the background data and needs analysis. Part III describes the programs to be carried out over the next five years to implement the objectives and policies in Part II.

Data and Needs Analysis

Part I contains background information for policy formulation. This part describes and analyzes changes in San Francisco population, households, and housing stock characteristics. It analyzes existing and projected housing needs resulting from job growth and population and household projections. It identifies the needs of special user groups such as the homeless, physically disabled, elderly, minorities, families with children, and artists, and specifies the housing affordability levels needed by these households. Part I also contains an inventory of land suitable for residential development, and examines potential constraints to meeting the City's housing needs. It notes that meeting the estimated housing need will require a rate of housing production many times greater than what has been achieved in previous years.

Objectives and Policies

Part II contains a comprehensive set of housing objectives and policies which are the framework for decision making, priority setting, and program implementation. It continues many existing City housing policies and adopts a number of new policies which emphasize affordable housing production, permanent affordability,

and protection of the existing housing stock. New housing policies strive to expand land, financing, coordination, and other resources needed for the production of affordable housing. Other new policies aim to upgrade seismically unsafe residential buildings and to provide a comprehensive program to house the homeless.

Two policies are to be given priority and are to be the basis upon which inconsistencies in this Element and other parts of the Master Plan are resolved. They are:

- **That the City's supply of affordable housing be preserved and enhanced.**
- **That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods.**

Implementation Programs

There are a broad range of proposed housing programs to implement the Master Plan housing objectives and policies. These include many ongoing programs as well as newly required efforts. These programs are described in detail in Part III of the Residence Element.

Implementation of these programs involves various city agencies and includes the Mayor's Office of Housing, the Board of Supervisors, the City Planning Department and Commission, the Redevelopment Agency, the Housing Authority, the Bureau of Building Inspection, the City Attorney's Office, the Rent Stabilization Board, and the Human Rights Commission. Implementation of city housing policies also depends on the support and coordination with community housing organizations, non-profit and for-profit housing sponsors, and the general citizenry.

OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING, IN APPROPRIATE LOCATIONS WHICH MEETS IDENTIFIED HOUSING NEEDS AND TAKES INTO ACCOUNT THE DEMAND FOR AFFORDABLE HOUSING CREATED BY EMPLOYMENT GROWTH

New housing, particularly permanently affordable housing is required to help meet the City's housing needs, as identified in Part I. New housing is needed to reduce homelessness, to accommodate projected new population growth, to improve the jobs/housing balance so that fewer holders of new San Francisco jobs will have to live outside the city and commute to work, to increase the vacancy rate and thereby reduce the pressure on rents, and to meet the needs of particular existing population groups not adequately housed in the existing stock.

New residential development must be of a character and stability that preserves the city's neighborhoods and maintains the quality of life for existing and future residents. The issue centers on how to accommodate new residential development without jeopardizing the very assets that make living in San Francisco desirable.

To insure balance in development and change in San Francisco, the City should apply various growth management techniques to encourage residential development in areas where it can be accommodated and discourage it where it cannot. The City should use its zoning and related land use controls, and guidelines, environmental review processes, policies of the Master Plan and area plans, the capital improvements program and various financial programs to deal with issues of how much and where residential development should occur.

Over the last fifteen years, the City's employment growth has far exceeded the supply of affordable housing and thus created a significant jobs/housing imbalance within the City. In essence, not enough new affordable housing has been constructed in the City to meet the needs of the expanding workforce. On the other hand, a modest surplus in the most expensive housing has occurred.



Bayside Village - 868 rental units near downtown, 20% lower income.

The jobs/housing imbalance has particularly harmed lower-income households who are unable to compete in the housing market as demand for, and the cost of, housing has escalated. The most serious aspect of the jobs/housing imbalance is the unavailability of housing in the City for those households which are defined as low and very-low income.

Although San Francisco will maintain an overall jobs/housing imbalance because it has historically developed as an employment center, the City must make new efforts to balance future employment growth and the supply of housing. In particular the City should meet the housing goals proposed by the Association of Bay Area Governments (ABAG) which have been adopted as part of this Element. These goals require that the City absorb a greater percentage of new workers in San Francisco than has been the trend for the last fifteen years. The ABAG goals call for new housing of suitable affordability which would reduce by half the number of new workers who would have to live outside the City and commute to work because of the housing shortage in the City.

The primary means by which the City has addressed the jobs/housing balance in the past have been through housing mitigation under the Office Affordable Housing Production Program and through efforts to increase employment of San Franciscans in newly-created jobs as provided by Section 164 of the Planning Code. To the extent that these programs do not meet the jobs/housing

balance goals of this element, the City should adopt new programs to meet the housing needs. As a first step, the City should aggressively carry out the intent of Section 164.



Pineview - 70 affordable elderly units built over the Broadway Tunnel.

POLICY 1

Promote development of permanently affordable housing on surplus, underused and vacant public lands.

The opportunities for development of housing, particularly permanently affordable housing, on public property should be aggressively pursued. The City owns a number of sites which are underused. In some cases the air rights of these sites may be made available for housing without interfering with their current public use. Housing over public parking, transit facilities or water storage facilities are examples of such joint use. When City property is no longer needed for the purpose for which it was acquired and if it is not needed for some other public purpose (such as open space and recreation land); it should be rezoned and sold or leased for development of permanently affordable housing. The City may also be able to make some of its properties outside City and County limits available for housing.

The City can also acquire surplus federal and state property to be disposed of by sale or lease, if funds are available. Development of publicly owned or controlled sites in redevelopment areas designated for housing should be expedited.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use, giving preference to permanently affordable housing uses.

Opportunities exist for major new residential development in certain areas close to downtown. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas entire new residential neighborhoods can be created or are in the process of being created. In others, housing can be introduced on vacant or underused sites adjacent to sites which are and will remain in active commercial or industrial use. Live-work space for artists may be a particularly appropriate use to provide a buffer between commercial or industrial space and residential areas. Map 3 identifies a number of such areas where partial or total conversion to residential use would be appropriate.



Parkview Commons - 114 affordable ownership units built on Poly High surplus school site.



**Residence Element
HOUSING OPPORTUNITY AREAS**

Map 1

- | | |
|-----------------------------|-----------------------|
| 1. Van Ness Corridor | 6. South Van Ness |
| 2. North of Market | 7. North Mission |
| 3. Rincon Hill | 8. Mission Bay |
| 4. Rincon Point/South Beach | 9. Central Waterfront |
| 5. South of Market | 10. South Bayshore |



Rincon Center - Mixed use/mixed income project, 50% low and moderate income rental units.

POLICY 3

Create incentives for the inclusion of housing, including permanently affordable housing in commercial developments.

Mixed residential/commercial building development near the heart of downtown would provide needed housing and add vitality to an area that lacks life at night and on weekends. Existing incentives should be maintained and new ones created to encourage housing and live-work space in the downtown area except in the retail and financial districts.

POLICY 4

Locate infill housing on appropriate sites in established neighborhoods.

In established neighborhoods new housing construction should be located:

- On vacant sites which are not designated for open space.

- On sites where nonconforming uses have been terminated.
- On transportation corridors.
- On street rights of way no longer needed for streets or open space.
- Above lower level retail uses in neighborhood shopping districts.
- On sites with buildings that cannot feasibly be rehabilitated or brought to acceptable levels of seismic safety.



Coleridge Park - 49 elderly units built over commercial retail uses.

POLICY 5

Allow new secondary units in areas where their effects can be dealt with and there is neighborhood support, especially if that housing is made permanently affordable to lower income households.

Secondary units ("in-law" or "granny" units) are smaller dwelling units within a structure containing another much larger unit, frequently in basements, using space that is surplus to the primary dwelling. Secondary units represent a simple and cost-effective method of expanding the housing supply. Such units could be developed to meet the needs of seniors and others who, because of modest incomes or lifestyle,

prefer or need small units at relatively low rents. Neighborhood acceptance of secondary units should be encouraged in areas where off-street parking can be provided (it could be tandem parking) and where the secondary unit can be installed without adversely affecting the exterior appearance of the building, or, in the case of new construction, can be accommodated within the permitted building envelope. Secondary units should also be limited in size to control their impact.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy, or on sites containing existing housing worthy of retention.

Certain sites, because of their location or existing use, are not appropriate for new residential development. The City should discourage, and, in some instances, prohibit the development of new housing:

- On sites which should be acquired for open space.
- In areas of severe geological hazard (as indicated in the Community Safety Element) unless the hazard can be compensated for through building design and construction.
- In areas where prior use has contaminated the soil, unless the hazard can be economically mitigated.
- In areas of high transportation noise levels (as indicated in the Environmental Protection Element) unless the noise can be compensated for through building siting and design.
- On sites where the use of adjacent properties is incompatible with residential use.
- On sites which should be reserved for future "high-job-yield" uses. As proposals are made to rezone such sites or to approve residential uses, consideration will be given to the land needs of existing and future uses which provide economic vitality and employment opportunities, while satisfying the City's need to accommodate additional housing.

- On sites where the development would require demolition of an historically significant building.
- On sites where the development would require demolition of existing sound or rehabilitable residential units, particularly units suitable for households with children or lower income level households.

POLICY 7

Obtain assistance from office developments and higher educational institutions in meeting the housing demand they generate, particularly the need for affordable housing for lower income workers and students.

New or expanding commercial activities in the city increase the city's employment base. These new jobs are important to the residents of the city and of the Bay Area, and contribute to the continued economic vitality of the region. The workers filling these jobs need housing. Similarly, educational institutions provide needed services and contribute to the intellectual and cultural life of the city. At the same time, their non-resident student body must be housed. Both office developments and educational institutions should assist in meeting the City's housing needs by contributing in some manner to the provision of additional housing.

POLICY 8

Encourage construction of new single room occupancy residential hotels.

San Francisco has a relatively large stock of older residential hotels, but little experience in new construction. Other cities have demonstrated that it is possible to provide small but good quality units for single persons. Existing regulations with respect to densities, provision of kitchen facilities and parking do not facilitate the creation of SRO hotels. The regulations should be modified and appropriate sites and sponsors for SRO hotels should be developed.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

In order to maintain the city's livability, new housing developments should, as a general rule, reflect the predominant intensity level of the surrounding neighborhood. The lot pattern and building bulk should relate to surrounding properties, and the potential number of residents and amount of activity generated should not overly congest the surrounding area. In cases where a density bonus is granted to facilitate the provision of affordable housing, the new housing should use design and other techniques to improve compatibility with its surroundings. Neighborhood groups, the developers and the City should work together to create acceptable design.

POLICY 1

Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.

In establishing allowable residential densities, consideration should be given to the prevailing building type in the surrounding area, so that new development is not incompatible with existing scale and character. Established architectural characteristics should be respected. Prevailing densities should be exceeded only when it is clear that, because of the specific location and design of the project, the existing scale and character of the neighborhood will not be disrupted.

POLICY 2

Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.

Moderate to high densities presently exist in established residential areas adjacent to downtown and should be maintained. As areas adjacent to downtown and commercial and industrial areas are rezoned for housing densities should be established which are consistent with this policy.

Some neighborhood commercial districts, which already contain substantial amounts of housing, may be able to handle increased residential density without generating additional traffic and parking problems if (i) they have a reduced need for auto ownership because their proximity to transit, work, shopping, and other services can attract residents who do not use automobiles, or (ii) anticipated parking demand can be accommodated on-site in new development or in community parking facilities. In these cases increased density should be encouraged.



South Beach - 414 rental units, 20% lower income.

POLICY 3

Allow flexibility in the number and size of units within permitted volumes of larger multi unit structures, especially if the flexibility results in creation of a significant number of dwelling units that are permanently affordable to lower income households.



North of Market at Eddy and Jones Street.

Traditionally in San Francisco housing density standards have been set in terms of numbers of dwelling units in proportion to the size of the building lot. For example, in an RM-1 district, one dwelling unit is permitted for each 800 square feet of lot area. This limitation generally applies regardless of the size of the unit and the number of people likely to occupy it. Thus a small studio and a large four-bedroom apartment both count as a single unit. This method of calculating density encourages larger units and is particularly appropriate for lower density neighborhoods consisting primarily of one or two-family dwellings.

In other areas, which consist mostly of taller apartments and which are well served by transit, the density might more appropriately be controlled by the volume of the building rather than number of units. Here the building envelope, as established by height, bulk, set back, parking and other Code requirements, would fit the maximum residential square footage which could be sub-divided into a greater number of smaller units or a smaller number of larger units.

POLICY 4

Adopt specific zoning districts which conform to a generalized residential land use and density plan and the Master Plan.

Applying policies under this Objective 2 results in land use and density patterns shown on the accompanying Generalized Residential Land Use Plan and Density Plan Maps. Specific zoning use districts should conform generally to these maps, although minor variations consistent with the general land use and density policies may be appropriate. They should also conform to the other objectives and policies of the Master Plan.



Noe Valley residential district.

The Generalized Residential Land Use Plan provides for five density categories:

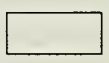
TABLE 59
POTENTIAL RESIDENTIAL AND POPULATION DENSITY
BY ZONING DISTRICTS

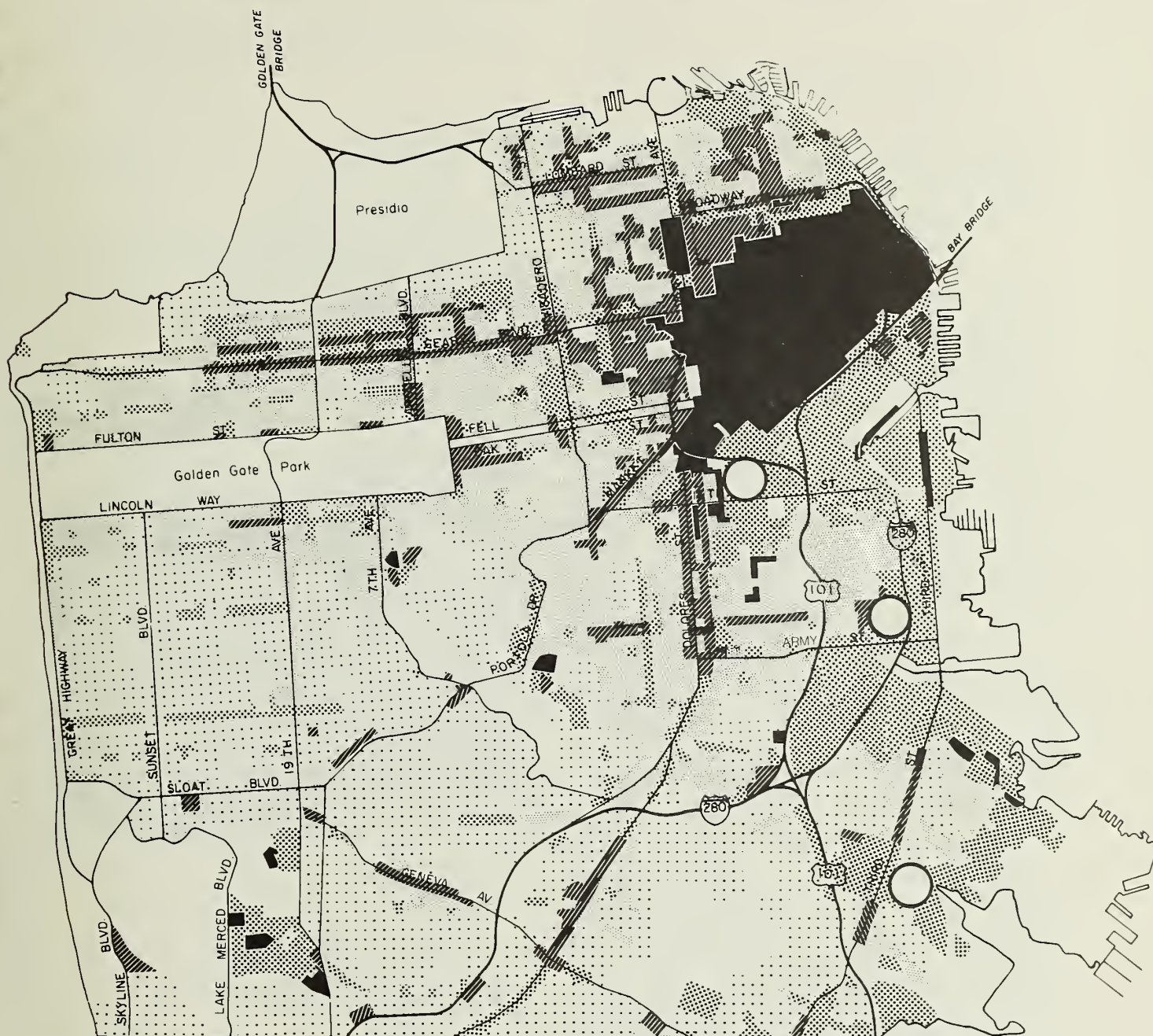
Classification	Zoning Districts	Average Units Per Acre	Average Persons Per Acre*	General Location
Low Density	RH-1	14	24 - 31	Appropriate in areas for single families, located predominantly in the southern and western parts of the city.
Moderately Low Density	RH-2 RH-3 MB-R-1	36	64 - 94	Appropriate in the central hills areas, along Diamond Heights, Twin Peaks, and Potrero Hill, around Golden Gate Park in the Richmond, and northern part of the Sunset districts and in the Marina district and the edges of Mission Bay bordering open space areas.
Medium Density	RM-1 C-1, C-2 M-1, M-2 NCD MB-R-2	54	118	Appropriate for nonresidential commercial and industrial districts, and certain areas adjacent to the commercial zones and the central area in Mission Bay
Moderately High Density	RM-2, RM-3 RC-2, RC-3 MB-R-3	91	160 -240	Appropriate for the more intensively developed north-eastern part of the city, for major transit corridors such as Van Ness Avenue, Upper Market Street and Columbus Avenue, in major redevelopment areas such as the Western Addition and the Golden Gateway areas, in Nob Hill, Chinatown, and North Beach, and the edges of Mission Bay bordering commercial and industrial areas.
High Density	RM-4, RC-4 C-3, C-M	283	475 - 760	Appropriate for certain areas in the northeastern part of the city, including downtown districts as well as heavy-commercial districts.

* Based on city-wide average household size of 2.19. See Map 4.



Residence Element
GENERALIZED RESIDENTIAL LAND USE PLAN

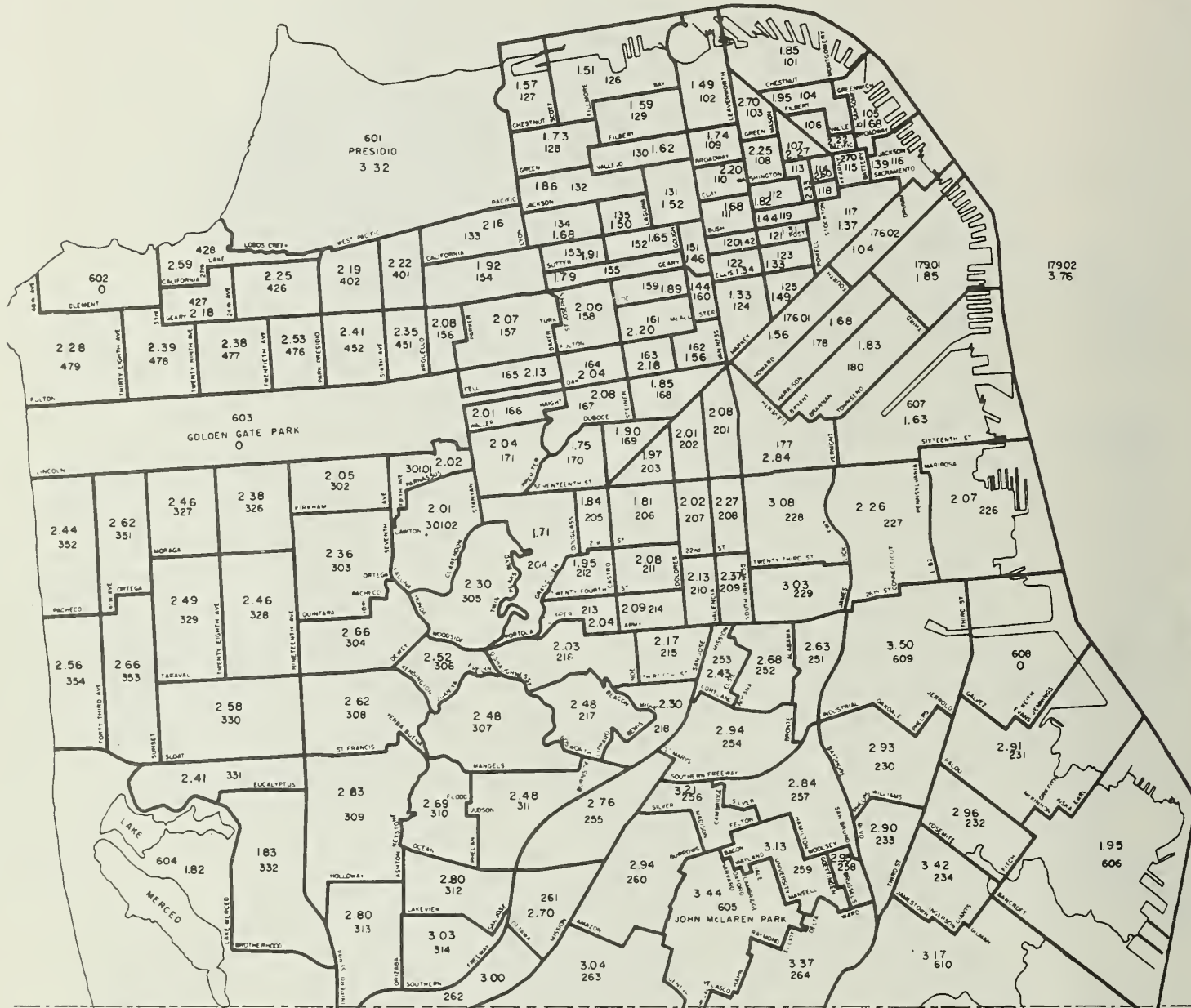
- | | | | |
|---|--|---|--|
|  | RESIDENTIAL
RH, RM Districts |  | MIXED USE
Commercial/Residential/Industrial |
|  | MIXED USE
Predominantly Residential
RC Districts |  | PUBLIC/OPEN SPACE
P, OS Districts |



**Residence Element
RESIDENTIAL DENSITY PLAN**

Map 3

	LOW DENSITY Average 14 Units per Acre		MODERATELY HIGH DENSITY Average 91 Units Per Acre
	MODERATELY LOW DENSITY Average 36 Units per Acre		HIGH DENSITY Average 283 Units Per Acre
	MEDIUM DENSITY Average 54 Units Per Acre		PUBLIC AREAS AND HEAVY INDUSTRIAL AREAS
	AREAS PROPOSED FOR REZONING (Appropriate densities will be determined in the rezoning studies.)		



Residence Element
AVERAGE NUMBER OF PERSONS PER HOUSEHOLD/UNIT

Map 4

By Neighborhood Census Tract Subareas

Source: 1980 U.S. Census. Data will be updated when 1990 census data is available.

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

The existing housing stock is the city's major source of inexpensive housing. It is virtually irreplaceable given the cost of new construction and smaller public budgets. Priority should be given to retention of existing units as a primary means to provide affordable housing.



Mission District older housing stock.

POLICY 1

Discourage the demolition of sound existing housing.

Demolition of existing housing generally results in the loss of lower-cost rental housing units. Even if the existing housing is replaced, the new units are generally more costly and are frequently condominiums rather than rental units. Demolition often results in displacement of residents, causing personal hardship and relocation problems. The City should take appropriate steps to discourage demolition of existing housing that is sound or capable of rehabilitation, particularly where those units provide an affordable housing resource.

POLICY 2

Control the merger of residential units.

The merger of units - combining two dwelling units into one - occurs rather infrequently and has not resulted in a substantial reduction of the housing supply. Mergers should be considered on a case by case basis and approved or rejected on their individual merits.

However, because the critical shortage of affordable housing, the merger of units should not be approved if it would change the rent-control status of a building. If an existing tenant household is displaced, relocation benefits and moving expenses should be provided.

POLICY 3

Consider legalization of existing illegal secondary units where there is neighborhood support and the units can conform to minimum Code standards of safety and livability and the permanent affordability of the units is assured.

It has been estimated that there are in excess of 20,000 housing and live-work units built without permit. They often exceed allowable densities, do not provide for requisite parking, and do not meet minimum standards of safety and livability. Nevertheless these units constitute a major source of affordable housing and their loss would cause great hardship.

Proposals to allow legalization of secondary units under certain conditions and for certain occupancies have been made over the years, but have not been adopted because of neighborhood opposition. In the meantime units are eliminated through abatement proceedings (largely originated by complaints) and additional units are created without permit. Efforts should continue to develop an approach with the affected neighborhoods to deal with the problems created by these units, without substantially reducing their number or adversely affecting their affordability.

POLICY 4

Restrict the conversion of rental housing to condominiums or other forms of tenure or occupancy.

Conversion of existing rental apartment buildings to condominiums, stock cooperatives or tenant in common ownership depletes the supply of the City's most affordable housing stock. It also brings into conflict two desirable goals — expansion of homeownership opportunities and preservation of the existing rental housing stock. Conversions expand the number of units available for purchase but they do so by reducing the number of units available for rent once owners wishing to occupy evict existing tenants. In the process, existing and future tenants who cannot or do not wish to buy can be deprived of housing opportunities. Conversions should not result in a shift in the balance between ownership and rental housing. During periods when the demand for rental housing is high yet new market rate construction of rental units is relatively low, new construction should provide the majority of homeownership opportunities in multi-unit buildings. Condominium conversions should be regulated by ordinance in such a way as to:

- Preserve a reasonable balance between ownership and rental housing in San Francisco by providing for an annual limitation on the number of units which may be converted in any one year;
- Promote the meaningful expansion of homeownership opportunities for existing tenants and prevent the displacement of existing tenants by requiring a high degree of tenant intent to purchase their rental unit as a condition of approval;
- Reduce the impact of such conversions on non-purchasing tenants who may be required to relocate by providing procedures for relocation, and providing for the reimbursement of costs resulting from such relocation;
- Prevent the displacement of elderly and disabled tenants by assuring them of extended leases to remain in their units subsequent to conversion;

- Assure that purchasers of converted housing have been properly informed as to the physical condition of the structure offered for purchase;
- Prevent the effective loss of the City's low and moderate income housing stock by requiring sales price limitations on those units proposed for conversion which are found to be part of the low or moderate income housing stock;
- Expand the supply of the City's affordable housing stock by providing that a minimum of ten percent of the units in any condominium conversion subdivision be made permanently affordable, allowing construction of an equivalent number of such units elsewhere or in-lieu payments into a City Housing Development Fund.
- Provide for continuing affordability requirements on resales of units sold at below market prices.

Rental apartment buildings are also converted to owner occupancy through tenant-in-common purchases of the building and eviction of the tenants, which is permitted for owner occupancy. Regulations similar to the condominium conversion regulations should be adopted to deal with tenant-in-common purchases.

POLICY 5

Prohibit the conversion of rental housing to time share, corporate suite or hotel use.

Use of large older apartment buildings for time sharing or corporate suites in effect converts these units to something more like a hotel than an apartment for permanent occupancy. There has also been a trend to convert small apartment units near downtown to hotels. Use of apartments in this way should be prohibited so that these rental units are not lost as a housing resource for San Francisco residents.

POLICY 6

Restrict the conversion of housing in commercial and industrial areas.

Many parts of San Francisco were developed before there were zoning regulations which strictly separated various types of land uses. As a result there were many thousands of housing units built in areas which also contain industrial and commercial uses and which have since been zoned industrial or commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant portion of the city's affordable housing supply and would be very difficult to replace. Yet, in many of the areas in which such housing is located, it would be profitable to convert to a non-residential use.

In neighborhood shopping areas, conversions of upper floor housing units to non-residential use should be subject to conditional use review. Under such review, the desirability of retaining the housing can be weighed against the public benefits to be gained by the alternative use. As a general rule, conversion should be allowed only for needed neighborhood serving commercial activities that cannot reasonably locate elsewhere in the commercial district. Similarly, in Downtown commercial districts conversions to non residential use should be subject to conditional use review.

Enclaves of housing within industrial areas of the city should be protected by residential zoning so that conversion cannot take place. However, the continuation of residential uses on scattered and isolated lots within developed industrial areas may be in conflict with legitimate industrial needs. Here conversion should be a conditional use so that the specific industrial need can be weighed against the need to conserve housing.

POLICY 7

Preserve the existing stock of residential hotels.

Residential hotels represent a unique and often irreplaceable resource for many thousands of lower income elderly and disabled households. Most of these hotels are close to downtown and many are subject to strong economic pressures leading to conversion or demolition. As San Francisco has grown as a tourist

center many of these hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished and replaced with other uses. The retention of these units as housing for permanent residents should be encouraged.

Residential hotels located in predominantly residential areas should be protected by zoning which does not permit commercial or tourist use. In non-residential areas, conversion of units to other uses should not be permitted or be permitted only where a residential unit will be or has been replaced with a comparable unit elsewhere.

For those hotels which are operated as mixed tourist/permanent resident hotels, better enforcement is needed to assure that the availability of the hotel for permanent residential occupancy is not diminished.



Clayton Residential Hotel - Restoration of 48 elderly units.

SEISMIC SAFETY

OBJECTIVE 4

TO REDUCE THE RISK OF BODILY HARM AND LOSS OF HOUSING IN AN EARTHQUAKE.

POLICY 1

Build new replacement housing to compensate for the affordable housing rendered uninhabitable by the October, 1989 earthquake.

Replacement of the affordable housing units lost as a result of the Loma Prieta earthquake, at comparable rental levels, should be pursued aggressively.

POLICY 2

Reduce seismic hazards in unreinforced masonry buildings without reducing the supply of affordable housing.

San Francisco has 21,000 residential units in 770 unreinforced masonry buildings. Because of the way these buildings were constructed (the walls are not adequately reinforced and the floors are not adequately tied to the walls) they are very vulnerable to damage or collapse in an earthquake. Most of these buildings are located South of Market, in the Tenderloin, Chinatown, and along the Bush Street and Van Ness Avenue corridors. Half of the units are in residential hotels which are predominantly occupied by persons of relatively low incomes.

The City should set standards for improving the safety of these buildings which will reduce loss of life in an earthquake while minimizing financial hardship and dislocation to owners and residents, and set a timetable for meeting the standards

The potential magnitude of displacement depends on the level of seismic upgrading to be required. The risk of bodily harm has to be balanced against financial hardship and the hardship of displacement and the loss of affordable housing.

The new regulations should provide incentives for retention of existing housing. Safeguards and financial assistance should be provided to avoid displacement of existing tenants. Where relocation is unavoidable financial and other assistance should be provided. When demolition is required, the City should assure provision of new replacement housing at rents comparable to previous levels in numbers necessary to maintain the affordable housing supply.



Carmelita - Seismic retrofit of family rental units for lower income households.

POLICY 3

Improve the seismic stability of existing housing.

In addition to unreinforced masonry buildings, there are many other residential buildings which are also vulnerable to damage in an earthquake. In many cases, relatively inexpensive measures such as bolting frames to foundations and installing shear walls when needed can be undertaken by property owners. The City should take steps to facilitate these safety precautions.

HOUSING CONDITION

OBJECTIVE 5

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING WHILE MAINTAINING EXISTING AFFORDABILITY LEVELS.

Over two thirds of San Francisco housing is more than fifty years old. As the city's housing stock ages it becomes increasingly important to maintain it in sound physical condition. Slum clearance projects of the past were in part necessitated by failure to keep up the quality of housing. Much private reinvestment in and renovation of the city's older housing, particularly of Victorians, in recent years has replaced the need for some of the kinds of direct public intervention that were required in the past. Even so there is a continuing need for housing rehabilitation. In addition, care must continue to be taken to detect incipient decline in housing quality and to take steps to arrest it once detected. The City should monitor those areas of the city where a decline in housing quality might be expected to occur and take appropriate remedial steps where necessary.

POLICY 1

Assure that existing housing is maintained in decent, safe sanitary condition at existing affordability levels.

The City should ensure that residential units continue to meet the standards of the housing code by periodic inspection of apartments and hotels and response to complaints. Code compliance activities should be designed to minimize the financial hardship which required rehabilitation may impose on those unable to pay increased rent. Low interest and deferred payment loan programs should be targeted to benefit low and moderate income tenants. Rent regulations should provide sufficient incentive to the owner to maintain a building in good condition.



Mission/Bernal district.

POLICY 2

Promote and support voluntary housing rehabilitation which does not result in the displacement of lower income occupants.

Land use regulations should maintain their strong preservation orientation and act as an incentive to rehabilitation of existing housing, as well as a guide to new development. The City should establish other means, such as provision and maintenance of public improvements, to act as incentives for housing maintenance and rehabilitation. Neighborhood conditions should be monitored and in areas where housing is being under-maintained, appropriate measures, such as counseling and provision of loan funds, should be taken quickly to arrest deterioration.

POLICY 3

Assure correction of serious continuing code violations and loss of housing.

Where there is a refusal to correct serious but remediable violations, the City should make the repairs and recover the costs by liening the property. In aggravated cases the buildings should be placed in City receivership. Public assistance should be provided to maintain affordability levels.

With respect to Code enforcement in hardship cases compliance with full requirements should be deferred to the extent legally permissible if all life safety hazards are abated. In particular, the City should extend the period allowed for code compliance to avoid potential displacement of low- or moderate-income households until replacement housing can be found.

POLICY 4

Maintain and improve the existing supply of public housing.

The San Francisco Housing Authority is the largest landlord in San Francisco and is one of the few sources of permanently affordable housing for low income households. Operating subsidies and modernization funds provided by the Federal government have not been adequate to keep this housing in sound condition. Increased Federal support, innovative local financing techniques, cost reduction measures (such as weatherization to reduce fuel costs), and creative management are all required to maintain and improve this valuable supply of affordable housing.

A nonprofit "Friends of Public Housing" should be established to seek grants for innovative renovation and management programs.

Long-range plans for public housing should be developed including identifying opportunities for potential mixed income infill development where consistent with overall social goals.



Plaza West - Quality new Public Housing, 208 very low income family units.

POLICY 5

Preserve landmark and historic residential buildings.

A priority policy of the Master Plan is that landmarks and historic buildings be preserved. Preservation of these buildings is important to the character and quality of the city's neighborhoods. They also are important housing resources. Many have larger units particularly suitable for families with children. More specific policies for these buildings are contained in the Historic Preservation Element.



Historical housing in the Alamo Square Historic District.

AFFORDABILITY

OBJECTIVE 6

TO IMPROVE THE CITYWIDE AFFORDABLE HOUSING DELIVERY SYSTEM.

POLICY 1

Reorganize and coordinate governmental activity related to affordable housing

In order to insure that the City's housing policies and programs are effectively coordinated to generate the maximum results in addressing San Francisco's housing problems, a Housing Coordinating Group should be established under the direction of the Deputy Mayor for Housing and Neighborhoods. It should include all of the various City agencies involved with housing, including: the Mayor's Office of Housing; the City Planning Department; the Redevelopment Agency; the Housing

Authority; the Bureau of Building Inspection; the City Attorney's Office; the Rent Stabilization Board and the Human Rights Commission.

A centralized process should be established under the Deputy Mayor for the application and evaluation of all housing development proposals requiring financial assistance. Consolidation of technical staff to achieve coherence and eliminate duplication of activity should be considered.



Maria Alicia - 20 new affordable family rental units.

POLICY 2

Expand affordable housing capacities of community based non-profit organizations.

Community- and constituency-based nonprofit housing development corporations have proven to be effective vehicles for development of affordable housing. The City should provide them with the technical and financial means to increase their production capacity. New community-based nonprofit housing development corporations should be established in areas which are underserved.

POLICY 3

Improve the planning review and approval process and give priority to permanently affordable housing projects.

The planning review and approval of affordable housing projects should be improved. Delays are costly and frustrating. Without diminishing public participation, the administrative processing and approval of affordable

housing should be expedited through administration action, local legislation and if necessary State legislation including:

- Shortening of time periods for environmental review under the California Environmental Quality Act (CEQA);
- Preparing program EIRs for area plans and rezonings in sufficient detail to eliminate the need for subsequent project EIRs on residential projects.
- Streamlining and consolidating the public hearing process and avoiding duplicative discretionary hearings and appeals;
- Prioritizing plan check and other administrative processing through the Planning Department, Bureau of Building Inspection, Redevelopment Agency and other public agencies with respect to applications for affordable housing projects;
- Adopting neighborhood dispute resolution methods to minimize administrative appeals and judicial challenges of projects, and consequent time delays, and to mitigate neighborhood resentment and opposition to affordable housing projects;

Priority in processing should be given to projects that include affordable housing.



926 - Fillmore - 25 units for very low income, physically disabled persons.

POLICY 4

Create greater public awareness of the affordable housing problem and support for affordable housing.

Affordable housing projects are frequently stalled or killed because of community opposition. Greater public awareness of the affordable housing problem and potential solutions is needed to gain public support. Past affordable housing developments should be evaluated and their actual achievements documented and publicized. Any continuing problems these developments have created should be analyzed and appropriate corrections made in future developments. Neighborhood based affordable housing and implementation should be initiated as a means to gain public acceptance.

OBJECTIVE 7

TO INCREASE LAND AND IMPROVE BUILDING RESOURCES FOR PERMANENTLY AFFORDABLE HOUSING.

POLICY 1

Create more housing opportunity sites for permanently affordable housing.

Publicly owned land represents a major potential source of sites for affordable housing. Except where required for other public purposes, public land in conjunction with other financial subsidies should be committed to permanently affordable housing development. Sites which are suitable and can be made available for residential development should be identified. The evaluation should include options for joint development or relocation of current facilities to other sites. Zoning controls should be established for the sites which will maximize affordable housing on them. Priority should be given to immediate development of those public sites where 100% permanently affordable housing is achievable.

Large and privately held land parcels should also be identified and actively promoted for affordable housing. New programs should be established to acquire land and appropriate buildings for land and building "banking" in advance of specific project proposals.

Underutilized nonresidential land primarily on the eastern side of the City should be rezoned to residential use, with requirements, incentives and bonuses which are consistent with appropriate height and bulk for the areas to achieve affordable housing. In the rezoning of nonresidential land to residential use the goal should be to achieve the provision of a minimum of 10% permanently affordable units for all residential development containing more than 10 units. Program EIRs should be developed for those areas with sufficient detail to eliminate need for subsequent project EIRs on residential projects.

Strategic housing development areas should be identified where city initiatives, similar to that taken on the Sixth Street corridor, may be required. Mixed use or multiple site development can accomplish neighborhood improvement through balanced housing and economic development. These areas might include, for example:

- Select public housing sites
- Farmer's Market area
- Bayview/Third Street Corridor
- Various commercial districts along transportation corridors



Potrero Court - 138 new rental units, 20% lower income.

POLICY 2

Include affordable units in larger housing projects.

Inclusion of affordable housing should be required as a condition of approval of housing projects containing 10 or more units which seek Planning Commission approval

as conditional uses or planned unit developments. As a general guideline, a minimum of 10% of the units should be affordable. The exact number of units should be determined on a case-by-case basis depending on the amount of private benefit conferred to the developers as a result of the discretionary approval. Approvals conferring large benefits would be conditioned on a greater housing affordability component. Less significant approvals would be conditioned on lower housing affordability requirements.

As an alternative to providing affordable units on site, the units could be provided, at the City's discretion, in another project in the same general area or an in-lieu cash contribution could be made to the City's affordable housing fund. The in-lieu contribution should be based on the amount of subsidy determined by the Mayor's Office of Housing to be required to produce a unit meeting the affordability standards .

POLICY 3

Grant density bonuses for construction of affordable or senior housing.

A response should be developed by the City to the State Law which calls for adoption of an ordinance permitting a 25% density bonus for projects which provide 20% of the units for lower-income households, 10% of the units for very-low-income households, or 50% of the units for senior citizens.

POLICY 4

Promote more economical housing construction to achieve affordable housing

The planning, building and other construction-related codes influence the price of new housing and the cost of maintaining existing housing. The City's codes should be reviewed regularly to ensure that standards and requirements do not unduly restrict needed housing development or unnecessarily increase the cost of housing. In administering codes, departments should regularly evaluate whether standards can be modified, without sacrificing quality and safety, to aid in lowering the cost of new housing. In particular, economies of construction could be improved by maximizing the ability to construct medium density housing in wood frame construction, up to five stories in height, in areas where the height limit would allow it.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Energy saving features such as orientation or window placement to optimize passive solar heating and use of natural daylight, can be "designed in", at little or no additional cost. Often features which add to the initial cost of a structure are highly cost-effective in terms of the life cycle or operating costs of the residential unit. For example, weatherization of existing housing can usually pay for itself in a short time, resulting in lower utility bills and lower overall housing costs. These approaches should be pursued.

POLICY 6

Encourage industrialized housing production techniques where such techniques result in compatible quality of design at lower cost.

At its best industrialized housing uses high technology and mass production techniques to reduce costs without sacrificing quality of design. Industrialized wood construction techniques used in lower density housing and light-weight prefabricated, pre-stressed concrete construction in moderate and high density housing have the potential of producing great savings in construction time and cost. The use of these and similar techniques should be encouraged.



Guerrero Street units.

POLICY 7

Allow construction of unconventional housing types that reduce cost, if quality can be maintained.

Prefabricated mobile homes can be a valuable source of low cost housing. Their use as temporary, emergency or transitional shelter on otherwise unutilized sites should be explored.

Reduction of minimum lot size requirements which would allow smaller structures on smaller lots should also be considered as a means of providing low-cost housing.

OBJECTIVE 8

TO EXPAND FINANCIAL RESOURCES FOR PERMANENTLY AFFORDABLE HOUSING

POLICY 1

Enhance existing revenue sources for permanently affordable housing.

Existing financial programs, including Federal and State low-income tax credits and various HUD programs should be maintained at maximum levels. Extensive lobbying efforts at State and Federal levels need to be carried out to protect the existing programs and create new ones. Joint metropolitan/statewide efforts to allow more creative revenue resources should be supported.

A comprehensive City financial and debt management system to raise additional funds or reduce debts for affordable housing should be established.

POLICY 2

Create new sources of revenue for permanently affordable housing.

New revenue sources are needed if the City is to make a significant dent in the need for affordable housing. There are a number of potential sources.

Incremental tax revenues in Redevelopment project areas can be used for affordable housing. The Redevelopment Agency has a policy of allocating at least 50% of its increment funds for low and moderate income housing construction or renovation.

A major source of new revenue to the City which could be allocated to affordable housing is the real estate transfer tax. The current tax rate is much lower than some other counties in the Bay Area. Increasing this tax and devoting much of the increased revenue to preservation of affordable housing (see Objective 10) and to new affordable housing development should be given high priority.

The Seismic Rehabilitation Program funds should be supplemented with locally generated funds for seismic and code related rehabilitation. A general obligation bonds issue may be warranted. Technical assistance should be given to building owners in packaging tax credits and utilizing other State and Federal financial programs.

The requirements of the Office Affordable Housing Production Program, whereby new office development is obligated to assist in the production of housing, should be reassessed periodically to determine their adequacy and appropriate adjustments should be made.



On Lok - Acquisition and rehabilitation of 52 very low income elderly units.

POLICY 3**Provide new mechanisms to assure long-term financing for permanently affordable housing.**

Voter approval should be sought for a guaranteed annual commitment to an affordable housing fund similar to the commitment that has been made to the Open Space Acquisition Fund for development and maintenance of open space. A commitment of \$30,000,000 per year, for a period of 12 years would be desirable.

The feasibility of establishing a Housing Finance Agency with the ability to raise revenue from various sources for exclusive use for affordable housing and land banking, should also be explored.

POLICY 4**Develop greater investment in and support for affordable housing programs by corporations, churches, unions and financial institutions.**

Greater corporate investment in and support for affordable housing should be developed. Churches are an untapped source of funding, as are dozens of local foundations. The AFL-CIO is seeking ways to use pension funds to invest in new housing developments built by union labor. The San Francisco Development Fund is working with the Federal Reserve Bank to create a local affordable housing mortgage pool, similar to SAMCO which operates statewide. The Mayor's office should serve as a coordinator, mobilizing the efforts of private and non-profit sectors.

Financial institutions are required by the federal government to have community reinvestment programs. This provides a potential source of financing for non profit sponsored low and moderate income housing development.

OBJECTIVE 9**TO IMPROVE THE FOCUS OF AFFORDABLE HOUSING PROGRAMS****POLICY 1****Employ uniform definitions of permanent affordability.**

The following definitions of affordability should be used uniformly for all developments providing affordable housing and existing ordinances with different standards should be brought into compliance.

Median income figures are reported by the U.S. Department of Housing and Urban Development for the three county area comprised of San Francisco, Marin and San Mateo counties, referred to as the Central Metropolitan Statistical Area or (CMSA). Average incomes are higher in Marin and San Mateo than they are in San Francisco, thus giving an upward bias to the numbers. The City should develop median income figures for San Francisco alone. Until that can be done a compensating factor should be built into the city's programming for affordable housing. This has been done, for example, in rental projects in which the city is providing subsidy (land or financing or both) where the affordable rental units are required to average 60% and not exceed 80% of the CSMA median.

	Maximum Income	Goal for Average Incomes
Rental Programs		
Low Income	80% of Median	60% of Median
Very Low Income	50% of Median	
Ownership Programs	120% of Median	100% of Median
Using HUD income categories the maximum rental and ownership amounts for each income category are to be computed annually.		

POLICY 2

Make affordable housing permanently affordable.

Affordable housing units which are created by various city actions should be required to remain affordable for as long a period as is legally permissible. The necessity of such requirement is underscored by the magnitude of the potential loss of existing HUD-financed affordable rental units which had a 20 year period for continuance of below market rents. In the past, locally assisted units have been required to remain at affordable rental rates or sales prices for periods as short as ten years. As the experience with expiring HUD contracts indicates, expiration dates arrive all too soon and a problem thought to be solved becomes a problem again. Most recently, 50 year terms have been imposed by the City. If legally permissible, an even longer term should be required.

POLICY 3

Establish affordable housing priorities which emphasize the needs for very low income housing.

In order to assure that the best use is made of limited affordable housing tools and resources, the following priorities for their use should be established and followed.

Priorities:

- Resources should be allocated on a priority basis to the preservation and improvement of the existing financially subsidized affordable housing stock.
- An increase in the construction of new affordable housing should be pursued.
- The development of mixed income housing and integration of special user housing into conventional housing should be promoted to achieve social and cultural diversity.
- A minimum threshold of local financial assistance should be maintained to address the most urgent housing needs as follows:

- Transitional and permanent housing for the homeless.
- Renovation and improvement of Public Housing.
- Unreinforced masonry buildings housing very low income households.
- Adequate programs in cooperation with State and Federal agencies need to be developed to assist HUD sponsored housing with expiring subsidies.
- Goals for development of housing resources to meet the needs of special users should be established. (See Objective 13, Policy 3.)
- The application of physical accessibility standards to as many affordable housing developments as is feasible should be promoted.
- Occupancy criteria should be developed which insure that special housing unit types are occupied by the intended user group. Preference should be given to households with dependent children in rental or sale of multiple bedroom units.
- Co-development of appropriate support facilities, along with affordable housing should be promoted. Childcare facilities at or near location of multifamily developments and in conjunction with upgraded public housing should especially be promoted.

OBJECTIVE 10

TO PROTECT THE EXISTING AFFORDABILITY OF HOUSING.

POLICY 1

Preserve affordability of existing affordable units.

Over the years, the city has in certain instances required the provision of affordable housing units as a condition of approval of a project. However, aggressive monitoring and enforcement are needed to assure the continued

availability of these units. An affordable housing monitoring program with an adequate fee system to financially support all monitoring costs should be established. Monitoring of all affordable housing conditions should be centralized. Standard affordability restrictions which allow for effective monitoring and enforcement should be developed. Stiff penalties for non-compliance should be created to provide strong economic disincentives against loss of required affordable housing units. City housing agencies and the City Attorney's Office should devote adequate resources to monitor compliance and administer sanctions against non-compliance. Adequately funded new programs are needed for enforcement of violations which are removing affordable housing units.

POLICY 2

Protect existing buildings at risk of losing their subsidies or being converted to market rate housing.

A number of subsidized housing projects were created with federally supported programs with fixed terms, which are about to expire or be subject to early terminations. There are problems both with termination of mortgages and with termination of Section 8 rent subsidies. Twenty seven low income rental projects have been identified as being subject to termination of federal mortgage and/or rent subsidies through 1995. These projects contain 3,725 housing units. Federal legislation is currently pending which would extend Section 8 subsidies affecting up to 2,000 of these units. Such legislation has been focussed on short term extensions, making local action necessary.

In order to prevent the loss of affordable housing resulting early termination of HUD mortgages, a residents and/or non-profit ownership and management program to acquire existing "at risk" buildings should be created. The City can facilitate such acquisition through technical and financial assistance, and by potential regulation of fair return price, and establishment of right of first refusal by qualified tenant associations or non profits. In terms of tenants who lose Section 8 subsidies, the City should establish priorities for their relocation in new locally assisted developments.

Regulatory measures should require sufficient notice to tenants on intended prepayment and/or termination of HUD mortgages of assisted housing developments to allow consideration of tenant purchase. Public hearings should be required on owners' plans, number of affected units, current and proposed rents and schedules. Findings on these issues should be forwarded to the Board of Supervisors. Other appropriate measures to be taken include legislative advocacy both at a State and Federal level to preserve subsidies and mitigate losses, educational and information efforts and active monitoring by the City of projects where owners have indicated intent to convert.

Given the magnitude of the cost to preserve existing subsidized housing, the success of a local strategy will be dependent upon federal resources and regulatory requirements.

POLICY 3

Ensure equal access to, protection for, and affirmative marketing of affordable housing.

The enforcement of Fair Housing Access laws should be supported to prevent discrimination against minorities, special users, the poor, immigrants, and non-traditional households. Periodic reporting on the composition of resident populations in various publicly supported housing projects and affordable units required as a condition of permit approval should be required to facilitate compliance monitoring. Counselling and education to maintain housing rights should be promoted.

The State and Federal Housing Requirements regarding displacement prohibitions, and other restrictions where affordable housing rehabilitation or construction might impact the community should be adopted as City policy. An Affirmative Action Fair Marketing Plan should be adopted such as the H.U.D. program to advertise available affordable housing in multilingual media. The City should monitor and strictly enforce these requirements. Sufficient evidence should be required from applicants to prevent affordable housing units from being occupied by undeserving parties. Community forums including the Human Rights Commission should be provided in order to diffuse unwarranted opposition to affordable housing.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

In recent years various pressures on the limited housing supply have resulted in substantial increases in rent levels causing displacement and economic hardship to those unable to pay those rent increases. As long as these pressures continue, a regulatory process should be maintained which stabilizes rent levels and protects tenants from excessive rent increases and arbitrary eviction while at the same time allowing the landlord a fair rent and sufficient incentive to maintain housing quality. This regulatory process should include provisions that prevent excessive rent increases when units become vacant, thereby reducing the incentive for landlords to pressure tenants to vacate so rents may be raised.

OBJECTIVE 11

TO ACHIEVE AFFORDABILITY THROUGH VARIOUS FORMS OF OWNERSHIP .



Amancio Erginia - 72 co-op units.

POLICY 1

Encourage non-profit and limited equity ownership and management of housing.

Housing owned by non-profit corporations whose specific purpose is to provide decent shelter to low and moderate income households can be an effective means of providing affordable housing. Similarly, conversion of buildings by their tenants to limited equity cooperatives and condominiums can stabilize and, as general housing prices increase over time, can lower housing costs. The City should encourage these forms of ownership.

POLICY 2

Support new affordable ownership programs.

The American dream of homeownership is beyond the reach of most San Francisco households. The City should take steps to deal with this problem. For example, first-time homebuyer programs, including development of a second mortgage loan pool or other appropriate mechanisms to assist buyers meet down-payment requirements, should be broadened.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 12

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

Housing quality involves not only the physical condition of housing structure itself but also the condition of the surrounding neighborhood and the adequacy of its amenities, facilities, and services. Proper housing development must also address these matters.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

Many factors add to neighborhood livability, including the quality of schools, the availability of quality, affordable child care, the effectiveness of police and fire services, and access to open space and recreational opportunities. Regular maintenance of streets and sidewalks, provision

of street trees, and protection of residential areas from excessive traffic, are also important to neighborhood life. Good design of buildings can add amenity to the neighborhood. All of these factors should be addressed by the City in providing its residents a quality living environment.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

Certain non-residential uses are desirable and appropriate in residential areas. For example, small pedestrian-oriented grocery stores and other convenience shops, can meet frequent and recurring needs of residents without disrupting the residential character of the area. On the other hand, other types of non-residential uses are noisy, or unattractive, or generate excessive traffic, and therefore would be undesirable in residential areas.

Commercial uses should be allowed in residential areas only if they meet the following criteria:

- The use is primarily pedestrian-oriented.
- The use serves the needs of the immediate residential neighborhood and does not draw significant trade from outside the neighborhood.
- The use does not displace a unit suitable for residential occupancy.
- The use does not disrupt or detract from the livability of the surrounding neighborhood.
- There are no suitable locations in immediately adjacent neighborhood commercial areas.
- The design of the building is in keeping with the established residential character of the area, and all signs are carefully regulated.
- Truck traffic servicing the use is minimized, and truck delivery hours are restricted.

Community services such as child care centers are particularly appropriate in residential areas, even though they may draw from a larger area and may not be primarily pedestrian-oriented.

Non-residential use, if essential to the preservation of a landmark building, could be also be permitted if the specific use is compatible with the surrounding environment.



Holloway Terrace - 42 units with a community center, First-time Homebuyer Program.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational, religious, and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings also tend to be larger in scale and more intensely used than surrounding residential buildings. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by expansion of large institutions, the City should carefully review expansion plans. The needs of adjacent residential areas for housing, on-street parking and safe, quiet streets should be considered, in addition to the needs of the institution. Educational and medical institutions should be required to develop and submit master plans to the City, before the City reviews any specific expansion requests. Such a master plan should define long-term and short-range development plans of the institution. Early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.



Infill new construction on California Street .

POLICY 4

Promote construction of well designed housing that conserves existing neighborhood character.

Residents of San Francisco should be able to live in well designed housing suited to their specific needs. To ensure that housing provides quality living environments and complements the design character of the surrounding neighborhood, the following general design and amenity guidelines should be applied in evaluating new residential developments and alteration of existing buildings.

RESIDENTIAL PROJECTS

Exterior Appearance

- Design new and substantially altered buildings in a manner which conserves and protects neighborhood character (See "Residential Design Guidelines", Department of City Planning, November 2, 1989 for more specific guidelines and illustrations.)
- Relate the form and architectural character of new and substantially altered buildings to the general scale and character of surrounding buildings.

- Orient dwelling units and dwelling unit entrances to the street.
- Encourage articulation of the building facade through use of set backs, bay windows, cornice details, entry details and other variations in horizontal or vertical planes.
- On wide frontages, provide architectural variety by breaking up the facade into modules whose widths are in keeping with surrounding buildings. Make each module architecturally distinctive through such techniques as changes in facade articulation, in roof forms or cornice treatments, in the shape and location of garage and residential entries, in window forms and patterns, and in materials and ornamentation.
- Finish the rear facade and all visible sides of the building in materials similar in quality and appearance to those of the front facades.
- Relate set backs to the set backs of nearby buildings.
- Avoid disruptive intrusion into a well defined interior block open space.
- Incorporate "good neighbor" gestures - minor changes in building form that reduce loss of light, views and privacy.
- Minimize the number and width of garage doors and curb cuts.
- Enclose parking and screen it with solid garage doors, active uses (such as unit entries and occupied rooms), solid walls and landscaping. Minimize openings for ventilation and locate so that driveways and maneuvering and parking areas within the structure, and their light sources, are not visible from the street and to the extent possible from nearby buildings.
- Landscape set backs and relate the type of landscaping to that of adjacent properties.
- Install street trees, if none exist.

apartment owners should be prohibited from using arbitrary income requirements which unnecessarily exclude lower income families. The City should make use of opportunities in its interaction with community groups, businesses, and other agencies to eliminate housing discrimination.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

Disabled San Franciscans are less able to compete for scarce housing units, in part because so many are not physically accessible to them and in part because the disabled often have lower than average incomes. The City should take an active role in expanding the availability of units suited to households with special needs. Congregate housing with central eating facilities is an appropriate form of housing for some elderly households. In accordance with local policy and applicable law, new housing should be made accessible or adaptable to the disabled. ("Accessible" means that the housing presents no physical barriers to handicapped people. "Adaptable" means housing whose entry and circulation are designed and constructed so that the unit can be made fully accessible by making relatively minor adjustments and additions rather than structural changes.) The goal should be that at least 10% of all new units are made fully accessible.

POLICY 3

Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly, and the homeless.

In addition to the disabled, other households with special needs have difficulty finding suitable housing in San Francisco. Many large families, newly immigrated to the United States, are crowded into units designed for much smaller households. The large number of single parent and two working parent households makes the provision of childcare facilities an important component of family housing developments. New housing construction should include units to accommodate large families, which should be the subject of affirmative marketing efforts by the developer. Many of the City's elderly citizens occupy housing which is not designed to meet their special needs. Shelters and transitional



Mendelsohn House - 191 very low income elderly units.

housing facilities are not available in sufficient numbers to meet the needs of the city's homeless population. The psychiatrically disabled need housing with additional support services. The City should take an active role to encourage the expansion of the availability of housing units suited to needs of these groups including physical design features and ancillary social and medical service facilities.

The City should adequately support efforts by potential sponsors to identify and develop sites and buildings for special users and promote cooperative effects between social service agencies and housing providers to develop special user housing. The City should also seek to reduce institutional barriers to development of innovative forms of housing.

When units are constructed or rehabilitated to meet the needs of special user groups and have received City support or waivers, there should be monitoring to assure that such units continue to be occupied by the intended group.

The City should encourage and support development of unique (unconventional) housing types which meet the particular needs of various user groups. For example, live work units in industrials areas, with large work spaces and loft sleeping facilities are particularly suited to the needs of some artists and artisans.

POLICY 4

Eliminate discrimination against households with children.

Households with children often have difficulty in finding suitable housing because many landlords do not want children as tenants. The City should prohibit discrimination against children and encourage the construction of units suitable for families with children. In assisted housing, households with dependent children should have preference in rental or resale of multiple bedroom units. The City should implement the 1987 ordinance prohibiting residential apartment owners from discriminating against families based on household size unless occupancy of the dwelling by a family of that size is not permitted by the Housing Code.

POLICY 5

Encourage economic integration in housing by ensuring that new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that all new large market rate residential developments include affordable units.

Patterns of economic segregation are evident in San Francisco. Although housing opportunities for low- and moderate-income households are available in many areas of the city, they tend to be concentrated in a few areas. Special efforts should be made to expand housing opportunities for households of lower-income levels in other areas of the city. The affordability of housing is a city wide problem. All neighborhoods of the city should be expected to accept their fair share of affordable housing.

Private reinvestment in many areas of the city, in a process of economic gentrification, is resulting in displacement of low- and moderate-income households by higher income groups. Special efforts should be made to maintain the economic diversity of these areas.



Fillmore Center - 1,113 rental units, 20% low income.

POLICY 6

Provide adequate rental housing opportunities.

Since approximately two-thirds of San Francisco's residents are renters, the availability of sound rental housing is of major importance, especially for the young and elderly population, who tend to rent, rather than own, their residence. Low vacancy rates and high rents are indicators of a continuing demand for rental housing.

The public sector should make a concerted effort to do what is within its control to encourage the development of affordable rental housing and to ensure that there is an adequate supply.

POLICY 7

Expand opportunities for home ownership without significantly diminishing the supply of rental housing.

Recreation/Open Space

- Provide adequate on-site usable open space.
- Relate the type, amount and location of open space to the types of households expected to occupy the building. (See Figure 9, "Residential Open Space Guidelines" in the Recreation and Open Space Element, Page 1.3.49 for more specific guidelines.)
- Provide convenient access from interior living areas to the open space.

Facilities

- In larger projects, include needed facilities such as storage facilities, laundry facilities, community rooms for provision of day care and group activities, and facilities for recycling of waste materials.

Environmental Factors

(Sunlight, topography, noise, and climate.)

- Expose all units to natural light.
- Insulate units from the intrusion of exterior and interior noise.
- Relate building construction to the topography, geology and climate of the area.
- Apply energy conservation measures in the design of the building.
- Protect the access of nearby parks and open space to sunlight and vistas.

Security

- Incorporate concepts of security in the design of the building, especially in the number of units per entrance, sense of personal space and ability of the residents to effect self-policing of the grounds and immediate surroundings.
- Provide adequately lit unit numbers (addresses) which are easily read from the street or circulation ways.

Art Work

- In larger projects, incorporate art work in the exterior of the building or its common open space.

Lot Layout

(Larger subdivisions and planned unit developments.)

- Provide a lot layout and pattern that integrates well with the urban fabric of the surrounding area.
- Create a street pattern which ties into surrounding streets.
- Avoid creating dead end streets and cul de sacs where it is possible to create through streets.
- On wide blocks, create midblock lanes that function as public streets.
- Create pedestrian passageways to provide convenient circulation within the project and convenient connections to areas outside the project.
- Create a lot or building pattern that orients the fronts of buildings to, and creates multiple building entries from the street.
- Avoid perimeter walls and driveways around projects.
- Avoid creating overly wide streets and sidewalks. Provide sidewalks wide enough to accommodate street trees.
- Underground utilities.
- Provide sites for convenience shopping facilities to serve the residents of the immediate vicinity if such facilities do not exist nearby.
- Provide sites for childcare facilities to serve residents of the immediate vicinity if such facilities do not exist nearby, or if nearby facilities are at or near capacity.



Delancey Street - 177 units for very low income program residents.

POLICY 5

Relate land use controls to the appropriate scale for new and existing residential areas.

In recognition of the special character of single and two family neighborhoods, zoning envelopes should be tailored to the prevailing built pattern to maintain the low density character. In all other new and existing residential areas, the zoning envelope should be of an appropriate scale and form to encourage residential development and diversity of housing choice.

POLICY 6

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

Proposed new developments receive environmental evaluation which analyzes their likely environmental impacts. Projects with substantial adverse environmental impacts should be considered in conflict with the Master Plan, in the absence of substantial and overriding social or economic factors. The environmental review and project review processes should be closely coordinated to result in development plans with no substantial adverse environmental impacts or other Master Plan conflicts.

ACCESSIBILITY

OBJECTIVE 13

TO PROVIDE MAXIMUM HOUSING CHOICE.

Population diversity is one of San Francisco's important assets. To retain this diversity, a variety of housing opportunities should be available. Households should be able to choose the form of tenure most suitable to their needs, from either a rental or an ownership housing stock. A variety of unit sizes is also important, so that both larger and smaller households can be accommodated in adequate numbers. Units of varied costs are necessary to provide opportunities for households of different income levels. Finally, there should be units with special features suitable for households with special needs.

Social and economic factors can discriminate against certain population groups and limit their housing opportunities. Racial minorities face constraints as to where they can live, leading to patterns of economic and racial segregation. Families with children are constrained by the types and sizes of units available to them; suitable units tend to be limited by erosion of the older housing stock and discriminatory rental practices. Standard housing units with special features for elderly and handicapped persons are in short supply as is space for artists who live and work in the same unit. If San Francisco is to retain its economic, racial and cultural diversity, opportunities should be expanded for population groups for whom affordability and accessibility are crucial.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color, disability, health (AIDS/ARC), source or amount of income, citizenship or employment status as a family day care provider.

To insure housing opportunities for all people, the City should assist in the implementation of fair housing and anti-discrimination laws. In particular, the Human Rights Commission should immediately implement the 1987 amendments to the City's Fair Housing Law by promulgating appropriate regulations to handle complaints of housing discrimination. Moreover, residential

The City should work to expand opportunities for owner-occupancy of housing and develop special programs to facilitate home ownership for households of varied income levels.

It is important that households be ready and able to assume the financial and management responsibilities of home ownership. To protect housing purchasers, the City should explore establishing such safeguards as presale inspections for all property transfers and should encourage home ownership counseling services.



Morgan Heights - 63 affordable home-ownership units.

POLICY 8

Amend regulations relating to group housing to ensure a distribution of quality board and care, adult day care facilities and single room occupancies.

Older large buildings and formerly commercially occupied spaces may be suitable for conversion to group housing. Because of the availability of certain types of residential buildings and services in certain parts of the city, board and care and adult day care facilities have tended to

become concentrated in those areas. Applications for new facilities may continue to reinforce these concentrations unless they are carefully reviewed. It is desirable that group housing and board and care homes be distributed throughout the city so that people are offered a choice of locations and over-concentration of facilities in particular neighborhoods is avoided. However, the Federal fair housing laws prohibit limitations on board and care facilities and group homes to the extent that these limitations diminish housing opportunities for disabled persons and families with children. Adult day care facilities which allow disabled or elderly persons to live at home but receive daily support, should be located close to their clients. In reviewing applications for board and care homes and adult day care facilities, the following factors should be among those evaluated:

- In the case of day care facilities, proximity to clients' residences
- Accessibility to recreational facilities and open space.
- Proximity to commercial areas and shopping.
- Proximity to community services.

DISPLACEMENT

OBJECTIVE 14

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

Because of the economic and social hardships involved when a household is forced to move, and the difficulty of funding replacement housing at comparable rents, every reasonable effort should be made to minimize the need to displace residents, particularly those with lower incomes or families with children, from their homes.

POLICY 1

Minimize relocation hardship and displacement caused by the public or private demolition or conversion of housing.

Private demolition of housing can cause particular hardships because of the absence of relocation assistance programs for displaced households. Property owners

should provide assistance in finding suitable relocation housing if any lower-income households are to be displaced. Property owners should inform tenants at the earliest possible date of any proposed demolition plans and should arrange for counseling assistance for the displaced households. Owners should not be permitted to demolish existing housing units until efforts have been made to assist tenants in obtaining relocation housing.

POLICY 2

Permit displaced households the right of first refusal to occupy replacement housing units of comparable in size, location, cost and rent control protection.

To minimize displacement and help protect the population already residing in an area, persons temporarily or permanently by publicly sponsored or assisted rehabilitation or new construction should be restored to their previous position to the maximum extent feasible. In cases of existing units converted to condominium or cooperative ownership, existing tenants should be given the right of first refusal to purchase the converted units.

POLICY 3

Provide relocation services where publicly funded or private actions cause displacement.

When displacement does occur as a result of public actions, uniform relocation services (counseling, locating replacement housing, and moving expenses) should be provided regardless of whether the displacement is caused by federal, state or locally funded activities. In the case of privately funded displacement, the developer should be requested to provide such services.

HOMELESSNESS

OBJECTIVE 15

TO DEAL WITH THE ROOT CAUSES OF HOMELESSNESS, RECOGNIZING THE SOLUTION IS MORE THAN THE PROVISION OF EMERGENCY SHELTER.

Homelessness has grown to a scale unprecedented in the United States since the 1930s. The legacy of the 1980s that has regarded temporary shelter as an adequate response to homelessness should be overcome. Shelters are not an acceptable alternative to decent, affordable housing. While the City should not relax its commitment to offering shelter to anyone who would otherwise be forced to live in streets, parks and doorways, the vision and the overall direction should remain fixed on the goal of creating and preserving low-cost housing, jobs and job training programs and the necessary health and social support services that enable people to live with the greatest degree of independence possible. Such services for the homeless should be provided in a multilingual and multicultural context where appropriate.

It is critical that San Francisco and other cities begin to develop a regional approach to homelessness in the Bay Area and that increased state and federal support be provided if local efforts are to succeed.



New Salvation Army Center for Social Service, assisting homeless families.

POLICY 1

Shift focus from provision of temporary shelter to provision of permanent affordable housing.

The creation of new low-cost housing will be the best measure of the degree and rate of success in efforts to address homelessness. Creation of new units of permanently affordable housing for the very low income should be a high priority. Existing low cost housing

should be preserved so that those with very low incomes do not risk becoming homeless. To this end, the Residential Hotel Conversion rules have recently been strengthened. There should be more aggressive enforcement of all laws protecting low-cost housing.

POLICY 2

Develop strategies to deal with root causes of homelessness including lack of financial resources, employment and health services.

Measures that go beyond shelter are needed to address the root causes of homelessness. These include stable sources of income from jobs or through federal, state or local entitlement programs and health and social support services for short or long periods of time to assist people with special needs in regaining their capacity to live with the greatest degree of independence possible.

POLICY 3

Provide emergency assistance programs including emergency access to food, clothing and shelter, improve coordination of services in existing shelter programs and expand health care outreach services.

While the emphasis should be on provision of permanent housing, the City should provide an emergency shelter program which provides temporary shelter and links homeless people to more comprehensive services. By combining a drop-in center with a multi-service program, a multiplicity of needs can be addressed in one location.

Although there are shelter programs that target different populations (men, women, youth, seniors, physically disabled people, undocumented, etc.), or programs for people with mental health or substance abuse problems, there is no central intake capacity to help people reach the appropriate service provider. There is need for a central intake and multi-service centers that can be points of entry to the service system for people who would otherwise be in the streets. While an intake facility should initially target the section of the city with the highest concentrations of homeless people, there should also be satellite facilities that target other neighborhoods where homeless people whose needs are not being met by the multiservice center are present.

Homeless people often have difficulty gaining access to the health care system, whether it is because the multiplicity of problems they experience overwhelms health care providers, their behavior or appearance makes them unwelcome or they themselves regard health care as low on the survival priority list. There is need for outreach services to provide health care in locations where homeless people are, in a manner that gains their trust and with a goal of integrating them into the larger health care system.

POLICY 4

Facilitate childcare and education for children or homeless families.

Homeless families, just like other families, require a broad variety of child care programs to meet their particular needs. For some, the need is for developmentally appropriate, well-equipped spaces which offer privacy, enabling families an opportunity to interact and play with their children. For other parents, who may need time for respite, to participate in job training, or to look for work or run errands, the need is for a drop-in on-site or near-site child care program. In other instances the need may be for an on-site licensed childcare programs that serves the special needs of these children, such as the need to be near their parent, to be in care with siblings in mixed age groups, and the need to be safe in yet another temporary setting. Homeless children also need access to off-site non-temporary child care programs which can meet their developmental needs.

POLICY 5

Adopt measures that prevent homelessness.

The success of new assistance programs for the homeless becomes less likely as more and more people continue to become homeless. It is, therefore, critical to adopt preventative measures at the same time new programs are being designed and implemented. Prevention initiatives and programs are needed to assist people in maintaining their current housing and to protect the existing stock of low-cost housing. People who currently live in low-cost housing and who depend upon public assistance or minimum wage jobs are at particularly high risk of losing their homes if faced with sudden job loss, medical problems or other unanticipated expenses. Assistance for people who are facing eviction is a critical component in preventing homelessness.

A publicly funded renter's emergency assistance pool should be established to prevent homelessness, modelled on the privately funded AIDS Emergency Fund. The pool should be used to augment existing State programs which provide one month's rent, but do not provide last month's rent or the security deposit.

STATE AND REGIONAL COORDINATION

OBJECTIVE 16

TO ADDRESS AFFORDABLE HOUSING NEEDS THROUGH A COORDINATED STATE AND REGIONAL APPROACH.

Housing is a regional concern. Problems such as the inability of large numbers of people to afford decent housing, inequities and discrimination in the housing market, and the inadequacy of public resources cross the boundaries of local jurisdictions and cannot be addressed solely on a local level. Region-wide strategies are needed. Investment decisions made by the private sector are rarely confined to the limits of single governmental jurisdictions — broader housing market areas are considered. A strategy dealing with housing problems in the Bay Area must therefore involve a regional approach. Furthermore, effective solutions to housing problems in the Bay Area can be developed only if all agencies and organizations dealing with housing in the Bay Area coordinate their activities.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of affordable housing in the region.

San Francisco is part of the larger regional economy of the Bay Area and economic decisions made by one community often affect other communities in the region. Thus decisions made by some cities to limit commercial or residential growth impact other cities in the region. Efforts should be made to balance employment and housing growth within the region. Aggregated together, current local government development policies will not

house the labor supply needed for jobs currently projected for the region. If these policies remain unchanged, housing must be provided outside the region extending commute patterns, or regional job growth will be curtailed, or both.

The Association of Bay Area Governments has established a regional goal to house within the region up to 50% of the difference between the projected growth in Bay Area jobs and the growth in the region's labor supply. To reduce the jobs-housing imbalance in the region by that amount by 1995, almost 50,000 additional housing units are needed within the region.

POLICY 2

Encourage development of housing in the bay area which will meet regional housing needs and contribute to the quality of life in the region.

New residential development and rehabilitation of existing housing should be planned to conserve open space and to take advantage of the availability of employment opportunities, public transit systems, and community services. San Francisco should take an active role in promoting quality new housing development in the Bay Area in areas where adverse impacts on the environment will not be generated and the use of public transit will be enhanced.

POLICY 3

Encourage the distribution of affordable housing throughout the Bay Area without diminishing efforts to expand such housing in the City.

Local communities throughout the Bay Area should accept responsibility for housing families of all income levels. At the present time, most of the region's subsidized housing for low- and moderate-income households is concentrated in the central cities, including San Francisco. Housing opportunities for low- and moderate-income households should be available throughout the region, and all localities in the Bay Area should provide their fair share of such housing. Responsibility should be shared by the public and the private sector.

State law allows joint exercise of powers between jurisdictions which enable entrepreneurial action at a larger-than-local scale. There is substantial opportunity for expanding the resources of affordable housing by cooperative efforts between localities themselves and the localities in relation to the State. For example, the risk factor for bonding can be reduced through joint bond issues with potential state participation and by state insurance of joint bond issues.

POLICY 4

Encourage the State of California to develop and implement an affordable housing plan.

With the continuously decreasing level of federal support for housing programs, the financial powers of the State become critical. A number of recent housing bond proposals have been enacted at a state level, but there also needs to be a long range plan for affordable housing and a clearer articulation of the State's role.

□ COMMERCE □
COMMERCE & INDUSTRY
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AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



COMMERCE AND INDUSTRY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

GENERAL/CITYWIDE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

POLICY 2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

POLICY 3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

POLICY 4

Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

POLICY 1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

POLICY 2

Seek revenue measures which will spread the cost burden equitably to all users of city services.

POLICY 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

POLICY 1

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

POLICY 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

POLICY 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

POLICY 4

Assist newly emerging economic activities.

INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

POLICY 1

Maintain and enhance a favorable business climate in the city.

POLICY 2

Promote and attract those economic activities with potential benefit to the city.

POLICY 3

Avoid public actions that displace existing viable industrial firms.

POLICY 4

When displacement does occur, attempt to relocate desired firms within the city.

POLICY 5

Avoid encroachment of incompatible land uses on viable industrial activity.

POLICY 6

Assist in the provision of available land for site expansion.

POLICY 7

Improve public and private transportation to and from industrial areas.

POLICY 8

Provide for the adequate security of employees and property.

POLICY 9

Maintain a competitive tax structure for industrial uses.

POLICY 10

Enhance the working environment within industrial areas.

POLICY 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

POLICY 1

Develop and implement a comprehensive long-range maritime development program for the port.

POLICY 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

POLICY 3

Aggressively market existing maritime facilities.

POLICY 4

Avoid actions which may serve to displace desired existing maritime uses.

POLICY 5

Assure adequate funding for capital investments as well as operational expenses of the port.

POLICY 6

Foster the relation of maritime activity to other segments of San Francisco economy.

POLICY 7

Restore the fishing industry in San Francisco.

POLICY 8

Encourage maritime activity which complements visitor activity and resident recreation.

POLICY 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

POLICY 10

Increase cooperation among bay ports.

POLICY 11

Pursue permitted non-maritime development on port properties.

NEIGHBORHOOD COMMERCE

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

POLICY 1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

POLICY 2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

POLICY 3

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

POLICY 4

Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

POLICY 5

Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.

POLICY 6

Adopt specific zoning districts which conform to a generalized neighborhood commercial land use plan.

POLICY 7

Promote high quality urban design on commercial streets.

POLICY 8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

POLICY 9

Regulate uses so that traffic impacts and parking problems are minimized.

POLICY 10

Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 7

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

POLICY 1

Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

POLICY 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

POLICY 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

VISITOR TRADE

OBJECTIVE 8

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

POLICY 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

POLICY 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

POLICY 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

COMMERCE AND INDUSTRY

INTRODUCTION

The Commerce and Industry Element sets forth objectives and policies that address the broad range of economic activities, facilities and support systems that constitute San Francisco's employment and service base. The plan serves as a comprehensive guide for both the public and private sectors when making decisions related to economic growth and change.

The plan is framed within three overriding goals which call for continued economic vitality, social equity and environmental quality. These broad goals are interrelated, and economic development decisions must be examined within their context. The challenge posed is to guide and encourage economic development in a manner that is responsive to near term needs, while also being consistent with long range goals and values.

The plan focuses on eight objectives, three of which address the general issue of economic planning. The remaining five objectives deal with specific sectors of San Francisco's economy. Objectives and policies for downtown office and retail are contained in the Downtown Plan.

In summary, the three general objectives call for managing economic growth and change to ensure enhancement of the total city environment, maintaining a sound and diverse economic base and fiscal structure, and providing expanded employment opportunities for city residents, particularly those that are unemployed.

The specific objectives are responsive to the several major economic sectors within San Francisco which include manufacturing and industry, maritime activities, office/administrative services, neighborhood commercial retailing, specialized regional retail trade, government services, and visitor trade.

The objectives and supportive policies are general in nature and provide the framework for decision making, priority setting and evaluation of costs and benefits as they relate to alternative proposals for economic development and change.

Likewise, the Commerce and Industry Element sets the framework for the more detailed planning that is required to meet the needs of specific economic activities, and to reconcile conflicts and competition among the various economic sectors, and other land uses and activities.

The Commerce and Industry Element, along with the other Master Plan Elements, is used in forming shorter range plans, special area plans and to guide public actions by various government agencies. The objectives and policies are referred to when reviewing zoning and land use changes, legislative referrals, development proposals, and the City's programs for economic development, change and adjustment, serving as a basis for guiding public and private decisions.

GOALS

The objectives and policies are based on the premise that economic development activities in San Francisco must be designed to achieve three overall goals:

1. Economic Vitality

The first goal is to maintain and expand a healthy, vital and diverse economy which will provide jobs essential to personal well-being and revenues to pay for the services essential to the quality of life in the city.

2. Social Equity

The second goal is to assure that all segments of the San Francisco labor force benefit from economic growth. This will require that particular attention be given to reducing the level of unemployment, particularly among the chronically

unemployed and those excluded from full participation by race, language or lack of formal occupational training.

3. Environmental Quality

The third goal is to maintain and enhance the environment. San Francisco's unique and attractive environment is one of the principal reasons San Francisco is a desirable place for residents to live, businesses to locate, and tourists to visit. The pursuit of employment opportunities and economic expansion must not be at the expense of the environment appreciated by all.

These goals are interrelated and provide a perspective for evaluating future development issues in the city. All projects should be evaluated against all three goals in determining costs and benefits to the city's present and future population. The objectives and policies that follow seek to set a course for the city by which all three goals can be attained.



OBJECTIVES AND POLICIES

GENERAL / CITYWIDE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

Nationwide, and particularly in San Francisco, there has been much attention focused on the issue of growth. An increasing public skepticism concerning the benefits of "growth" and greater awareness of the environmental and ecological consequences of continued growth and the loss of urban amenity, have served to put issues of economic development and related "growth" into the public spotlight. Examples of a local perception of the "growth-no growth" controversy have occurred over whether or not further high-rise office development should be encouraged. Some are opposed to high-rise office development because of the consequences of large office buildings such as loss of views, congestion, imposition of closed, forbidding buildings during non-work hours, further changes from the city's traditional scale and character. Others favor such development because of the employment opportunities it provides. Opponents argue that the costs of high-rise office development exceed benefits.

Both points of view in the growth-no growth controversy contain valid elements, and the city would not benefit from total adherence to either position. The growth issue should not be seen as a matter of either/or, but rather a matter of managing future development so as to minimize or avoid its unacceptable consequences and maximize its beneficial aspects. While the attempt to manage and channel socially desirable growth for the betterment of the city is a more reasoned approach, it is also a considerably more challenging approach due to the need to weigh intangible costs and benefits, and the difficulty of developing, evaluating, comparing and enforcing measures to mitigate potentially harmful consequences. However, it is important to the well-being of the city that this process be undertaken.

POLICY 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

In situations where proposed developments have no significant adverse environmental effects and will result in positive fiscal and employment benefits for residents, and where the developments otherwise meet planning objectives, they should be encouraged. Conversely, a potential development which has significant adverse environmental effects and has negligible or negative economic and/or social benefits should be discouraged. In instances where proposed developments would cause adverse environmental effects but would also contain substantial economic and/or social benefits to residents it will be necessary to define carefully and analyze carefully all anticipated economic and social costs and benefits in order to provide decision makers with all available information and facts at hand concerning anticipated effects of the proposed development. Appropriate mitigation measures should be considered as part of the costs of development.

In recent years, Federal and State legislation has established administrative procedures whereby environmental impacts of proposed developments, often previously ignored, are to be carefully evaluated before approval of a development. The economic and social benefits of such developments are often presumed, and they sometimes are still unstated and unanalyzed.

Some of the implications that should be considered are changes in employment patterns and resultant impacts on the city's labor market; impacts upon existing businesses and on future development opportunities in the immediate neighborhood and district of the city; impacts upon existing City services that may require improvements; capital investments or new public employment as a result of the development; and any anticipated impacts upon the location and viability of economic development decisions being made in other areas of the city. The process for compiling and assessing these and other economic and social impacts should be initiated and in appropriate cases become a parallel effort to existing environmental impact assessment procedures.

POLICY 2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

A critical aspect of development management is to mitigate negative impacts created by new development: economic, aesthetic, physical, environmental, and social.

To ensure that commercial and industrial activities do not detract from the environment in which they locate, and may in fact benefit their surroundings, performance standards should be applied in evaluating new developments. The policies of the Master Plan provide many of the standards to be used in evaluating development proposals. Other standards are found in various city ordinances and State and Federal laws. As necessary these standards should be reformed and additional standards developed.

POLICY 3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

The following principles are integral and basic elements of citywide land use planning policy for commerce and industry.

1. The natural division of the city into two distinct functional areas—one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities—should be recognized and encouraged.
2. A working population holding capacity should be established for the city based on desirable and feasible density standards.
3. The working areas of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, service or distribution.
4. The working areas of the city should be related to the trafficways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region.

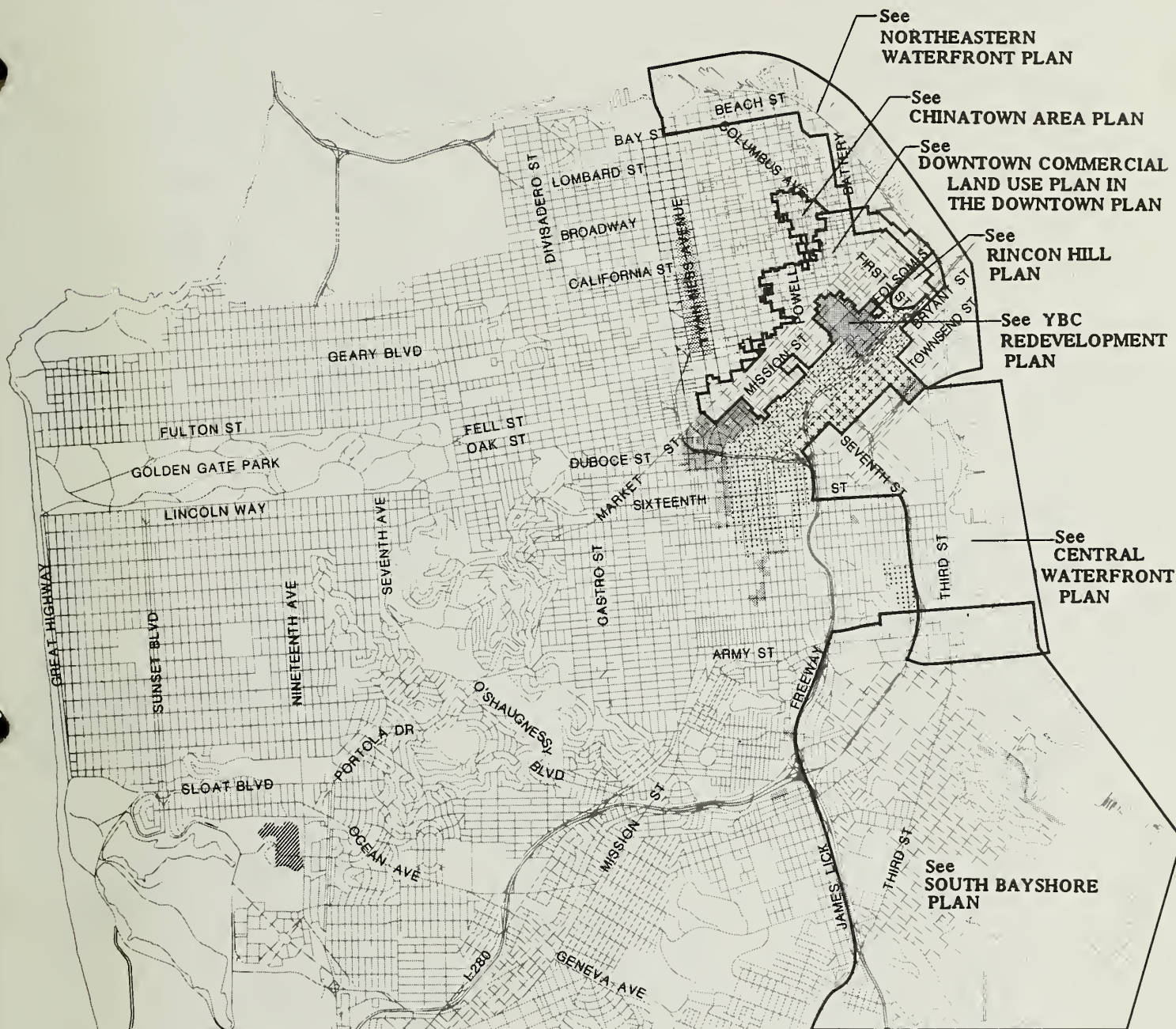
Except in a few isolated instances the entire range of commercial and industrial activities of citywide importance is and should continue to be confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land should be allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services, 3) Light Industry, and 4) General Industry.

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown hotel quarters. Adjacent to this district is the primary area devoted to and designated for Business Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The Plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas.

POLICY 4

Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.





GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

Map 1



MAJOR SHOPPING



LIGHT INDUSTRY



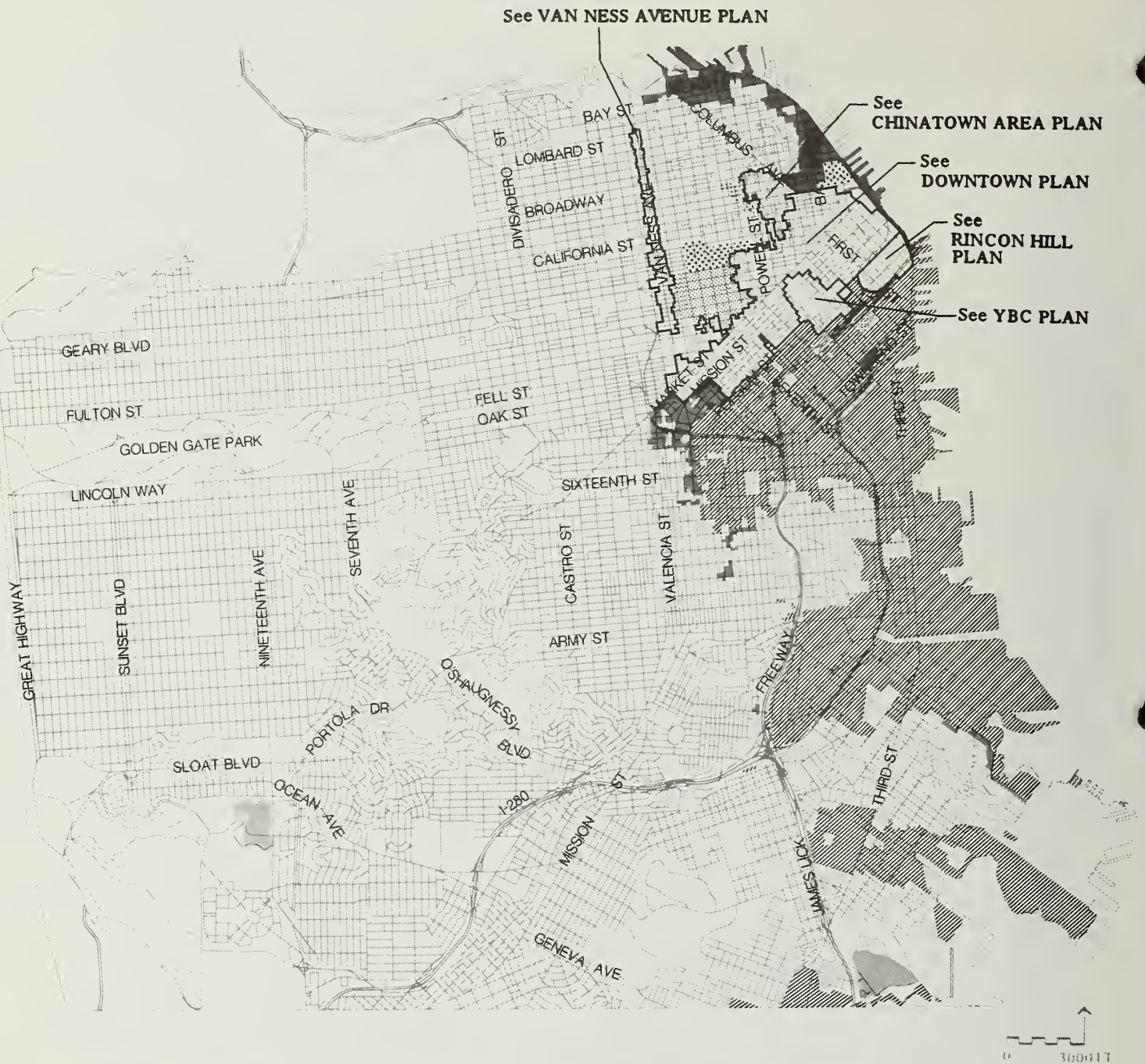
BUSINESS AND SERVICES



GENERAL INDUSTRY

Note:

For Neighborhood Commercial Areas, see the Generalized Neighborhood Commercial Land Use and Density Plan.



GENERALIZED COMMERCIAL & INDUSTRIAL DENSITY PLAN (Excludes Neighborhood Commercial Areas)

Map 2

DENSITY IN COMMERCIAL AREAS
(including residential uses)

4.8-5.0 : 1 FAR

3.6 : 1 FAR

DENSITY IN INDUSTRIAL AREAS
(including residential uses)

5.0 : 1 FAR

DENSITY IN RESIDENTIAL/COMMERCIAL
AREAS (excluding residential areas)

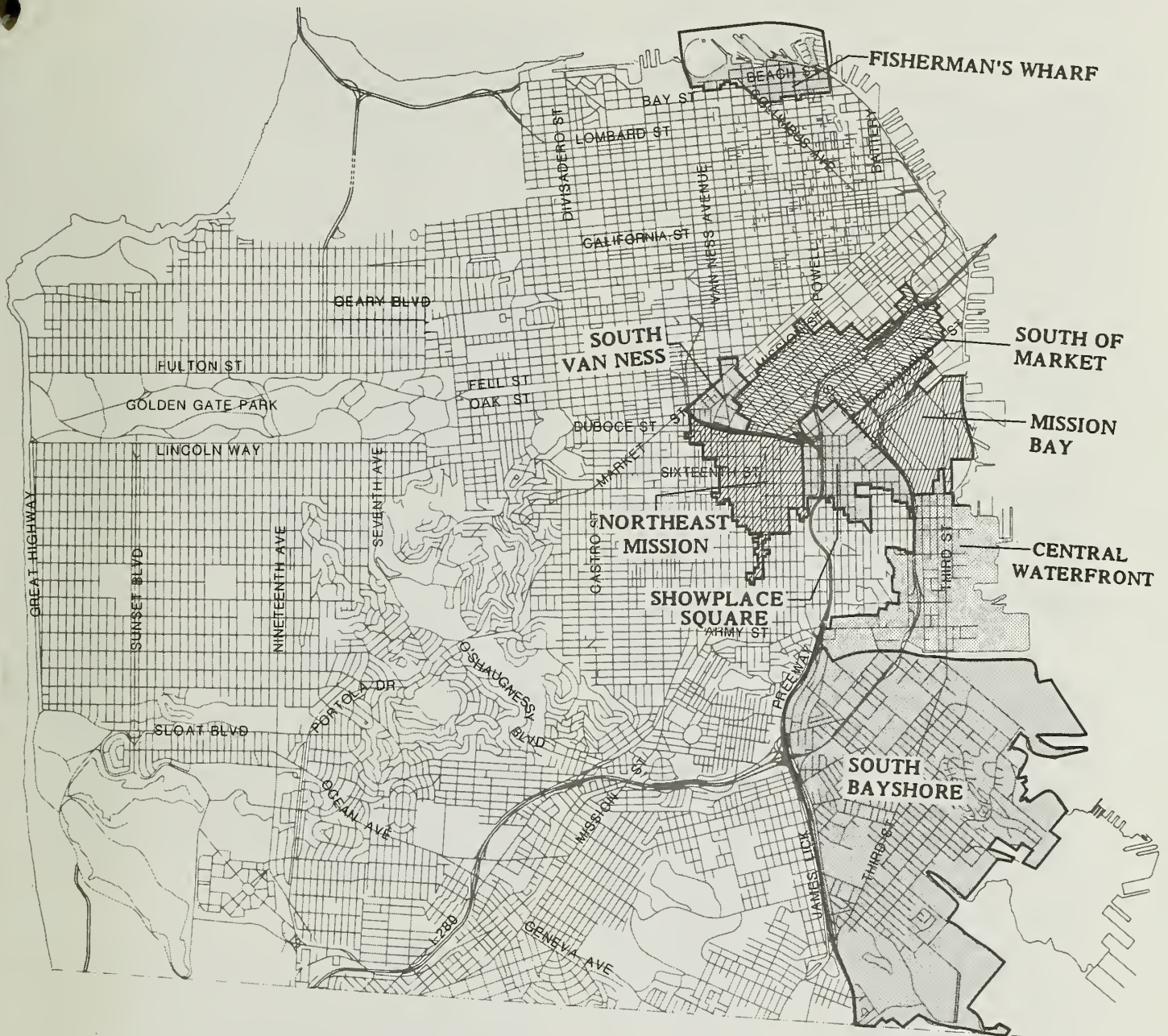
4.8 : 1 FAR

3.6 : 1 FAR

1.8-2.0 : 1 FAR

Note:

In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential-Commercial districts, FAR limits apply to nonresidential uses and dwelling unit limits apply to residential uses. See Map 3 in the Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.



AREAS UNDER STUDY

Note:
This map is for informational purposes and
is not an official part of the Master Plan.



Map 3

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

The continued health of the commercial and industrial sectors of the city is important to residents beyond the aspect of employment. A strong and viable business sector generates development of a broader property tax base. San Francisco must annually budget and expend money for the maintenance and upgrading of its public improvements -- roads, sewers, transit system, parks, and other facilities. As these costs escalate along with other social service delivery costs -- schools, hospitals, social welfare, police, fire -- it is critically important to diversity and strengthen the tax base that pays for many of these improvements and services. When it becomes necessary to raise property taxes to pay these costs, the impact falls heavily on residents and business, contributing to the outmigration of population and industry. Strengthening and broadening the tax base is therefore vital to the continued economic health of the city.

There also is a need to diversify the economic base of the city. Because of regional and national economic forces over which there is little local control, the city's economy is becoming more specialized in the areas of finance, insurance and real estate, tourism, and government and personal services. Some of these sectors are subject to cyclical variations that may contribute to instability of the economy. Furthermore, excessive dependence on these sectors also has implications for personal lifestyles, as more and more residents are dependent on office "paper jobs" for their livelihoods. Therefore, to the extent it is possible to alter the trend of greater single industry specialization and provide more diversity in the types of activities and job opportunities, the City should seek to do so.

POLICY I

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

Many of the decisions made by a business concerning its future location are determined principally by factors related to market conditions affecting the cost of doing business. Factors, such as the purchase, transportation and storage of raw materials, labor costs changes in the



nature or location of the consumers of the service or product, and obsolescence of capital equipment, are critical in determining whether a firm will move or not. There is little a city can do to alter these economic conditions in order to attract or retain a business. However, there are some factors that a city can affect in order to improve the possibility that a firm will decide to locate or remain in the city. The first step is to assess the needs of the business for such things as better transportation access, parking, room for expansion, security and a pleasant neighborhood environment for employees to work in.

In promoting the city as an area for potential firm location, it is important to be aware of those special aspects of location, environment, population and economic and social history that differentiate the city from other locations and make it a favored place for particular types of firms. In most instances these factors will be well known to a firm, and the City's receptiveness and "business climate" may be decisive in a determination to locate in San Francisco or a neighboring jurisdiction. The City should improve its chances for attracting firms by directing efforts toward business activities needing central city locations for office support, those benefiting from close proximity to a large, concentrated consumer population, and sectors for which San Francisco is already well known such as the design and apparel industries.

POLICY 2

Seek revenue measures which will spread the cost burden equitably to all users of city services.

A central city such as San Francisco performs functions for and provides services to the region for which it should be fully compensated. Older central cities have historically been the providers of services to both foreign and domestic immigrants to the country's urbanizing areas. Generally these people have come to the cities seeking new sources of employment and opportunity. Often they have not found the advantages they have sought and they have had to rely on the cities for inexpensive housing and for health and welfare benefits. The needs are those of society in general, yet the costs fall disproportionately upon the central cities.

In addition, the facilities and services of the central cities such as San Francisco provide employment, transportation, recreation, and cultural pursuits for populations that do not reside in the city and may not fully contribute to the costs of the public buildings, streets, transit, water and sewer systems and other facilities that they use. Additional revenue sources, such as taxes, user fees, and grants-in-aid should be sought which will more equitably compensate in the City for the functions it performs and the services it provides. Measures such as "employee" or "occupational" taxes may be appropriate. Legislation at the State level pursuing region-wide property tax and sales tax sharing systems should be developed. These systems could, if the formulas are developed correctly, allocate revenues to jurisdictions based on need rather than ability to attract commercial or industrial uses.

POLICY 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

An important factor in choosing to locate in San Francisco or to remain once here is the attractiveness of the city as a place to live, work and pursue recreational interests. Recognition must be given to the importance of public efforts to improve the environmental quality in residential neighborhoods, provide recreational and cultural opportunities, and to improve the quality of the

schools, and create and protect other amenities. Those aspects of the city have direct economic value. Desirability as a place to live and as an area in which to enjoy cultural and recreational activities are particularly important factors in determining location for the types of activities for which San Francisco enjoys a comparative advantage. If the city is to maintain its economically vital areas, it must assure that these social, cultural and environmental factors remain strong assets.

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

In order to maintain a relatively stable and balanced City economy, new employment opportunities must be made available, offsetting a gradual loss of jobs in certain economic sectors such as manufacturing, wholesaling and food processing.

A major thrust of public efforts to expand employment opportunity should be directed toward the economically disadvantaged, and those under-employed or marginally employed and seeking productive and rewarding employment. San Francisco, like many central cities throughout the nation, has a relatively high percentage of its population unemployed. This problem is attributable to many factors including lack of formal education, inadequate or inappropriate skills for participation in areas of employment expansion, language difficulties, employment and housing discrimination and a sluggish national economy. There are limits to the ability of a local government to alleviate the general unemployment problem, in view of the profound effects of regional and national private investment factors in the local situation. However, there are some measures the City can take that will improve the employment climate and assist the unemployed and economically disadvantaged in gaining access to San Francisco jobs. The City should also take into account opportunities for employment outside of the city. A more active involvement at the regional level in assisting unemployed residents to locate jobs outside the city might aid in alleviating the disproportionately high rate of unemployment found in the city.

POLICY I

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

The greatest incidence of unemployment in the city is generally found among those without particular types of employment skills or educational training. The largest number of jobs, and the most desirable employment opportunities, tend to occur in the professional, technical, managerial and clerical fields in which either educational or practical on-the-job training is required to meet employment qualifications. Therefore, many unemployed and marginally employed residents of the city are unable to take advantage of employment expansion in a number of the areas of employment growth in the city due to the lack of needed skills.

Sectors of the local economy which typically hire numbers of unskilled or non-technically trained persons are the tourist and service related industries such as hotels and restaurants. However, these employment sectors tend to be seasonal and low-paying in nature. Many of the economic activities which in the past have provided the largest sources of semi-skilled employment or entry-level jobs have included small-scale manufacturing, wholesaling, food processing, printing and publishing are experiencing employment declines due to relocation, consolidation, and business failure. The City should promote the retention of these activities and the expansion of sectors such as warehousing, apparel manufacturing, services, communications, and commercial printing in order to improve job prospects in these fields.

One employment sector that often serves to be a source of employment opportunity to minorities and low-skilled workers is the small business sector. However, small newly formed businesses suffer from a high percentage of business failures. Expansion of the small business sector would create more employment opportunities immediately accessible to these important groups.



The City should also assist in promoting employment opportunities that provide employment stability, decent wages, and opportunities for advancement. Many of the city's underemployed work under conditions of high turnover, lack job security, low pay, and remote possibilities for advancement. Such jobs are found principally in visitor-trade-related occupations, personal services, institutions, and temporary government employment programs. Although these employment areas offer initial job opportunities for many low-skilled individuals, measures need to be taken to build in greater stability and opportunities for career advancement. Care should be taken to assure that such jobs do not become "dead ends," i.e. jobs which provide no opportunities for advancement.

POLICY 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

Approximately two of every five jobs generated by San Francisco's economy are held by non-residents. The percentage of San Francisco residents in the total employment base varies according to type of industry, occupational group and income level. Persons in the higher-paying occupations -- managers, administrators, craftsmen -- are less likely to live in the city than persons employed in sales, in clerical jobs, or as operatives. The only exception is in the professions, where there is a relatively high percentage of residents.

Better labor mobility must be coupled with strong efforts to promote the hiring of residents by firms located in San Francisco. In some cases, such as in the letting of City contracts, it may be appropriate to require that hiring preference be given to San Francisco residents.

Efforts made to expand employment opportunities for unemployed and disadvantaged city residents must also address the question of racial, sexual, and other barriers between sectors of the labor market. A vigorous affirmative action program is necessary to permit minorities and women (who typically experience high rates of unemployment and underemployment) access to jobs with adequate compensation and advancement possibilities, particularly in the white-collar sectors where employment is growing most rapidly and possibilities for management and mid-level advancement occur. The City should utilize its good offices to encourage business to participate actively in employing resident minorities and women in jobs that provide training and skill development. The City should also ensure that its departments and contractors practice affirmative action in hiring programs.

POLICY 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

The long-term unemployment impact from the loss of a particular type of business activity depends upon the ability of those unemployed to find jobs in related and closely allied fields. The degree to which unemployed individuals can change occupations -- their labor mobil-

ity -- depends on a number of factors such as skill level, income range, availability of jobs in other related areas, knowledge of those opportunities. Retraining and initial job training programs are two important public efforts toward increasing mobility within the unemployed resident labor force. Training directed toward the expanding office and office support occupations -- general services, technical sales, clerical -- should continue to be emphasized in both basic educational and occupational programs. The City should assist in providing these programs to those groups most in need of such services: the unemployed with limited work skills, the poor, the underemployed, women, and persons with limited English-speaking ability.

During the past several decades, the finance, administration and service sectors have been growing, and manufacturing, wholesaling and related industrial areas have declined. In response to these changes, the resident labor force is gradually drifting to reflect more closely the skills required in expanding areas of employment opportunity. The degree to which labor force mobility and change will allow skills and opportunities to mesh will greatly influence the ability of the city to solve its unemployment problems. To accomplish this a greater emphasis needs to be placed upon improving the ability of San Francisco's labor force to change and up-grade occupational skills.

POLICY 4

Assist newly emerging economic activities.

San Francisco attracts skilled people of all types, especially the artistically oriented, including artists, crafts people, dancers, film makers, musicians and theater groups. A growing number of live-work-show artist studios in the city attest to the city's attractiveness to artists. Because a growing number of city residents are deriving all or a portion of their livelihood from craft and other artistic endeavors, the city should recognize this as a form of economic activity and provide assistance to them.

The conceptualization, production and marketing of new products and services, due to changing technology or consumer tastes, is often referred to as an "incubator" industry. These ventures characteristically have a potential but lack sufficient capital, technical expertise, and managerial experience. The city should assist in providing technical assistance to these ventures. Some

of these ventures eventually grow to medium and big size businesses yielding substantial economic benefits in terms of jobs and tax revenues to the city. One of the most promising incubator industries is the solar heating industry, due to rising costs of natural gas and heating oil.

INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

The dispersion of manufacturing activities from their initial concentration in San Francisco during the mid 19th Century has been a gradual process. Since the beginning of the century, aside from the stimulation provided by two major world wars, manufacturing has steadily declined in importance as an employer and land user in San Francisco just as it has gained in other parts of the Bay Region. San Francisco is not alone in experiencing a decline in the manufacturing and wholesaling sectors of industrial activity. Central cities, almost without exception, have experienced this trend largely for the same objective reasons that it has occurred in San Francisco - population shifts toward suburban areas, technological developments which demanded land-intensive structures, rising wages, escalating local taxes and costs of doing business in central cities. San Francisco has never been heavily dependent on manufacturing as an employer and tax base provider. This fact has lessened the impacts of fiscal and employment declines.

The employment decline experienced by the manufacturing sector was inevitable to the extent that the factors causing the outmigration were beyond the control of the city. However, the amount of continued decline can be, to some extent, influenced by the city. It is not likely that, given limits on available financial resources for massive redevelopment, the city can significantly overcome the objective factors which have lead to the loss of employment. However, cost-effective policies designed to reduce the loss of employment opportunities



can and should be pursued which would be directed towards improving the climate for business in the city and providing adequate areas and services to encourage firms to remain in the city.

Furthermore, despite the decline of manufacturing generally, there are activities mentioned below, for which the central city remains an attractive location. Growth in these areas should be encouraged.

POLICY 1

Maintain and enhance a favorable business climate in the city.

The creation and maintenance of a positive relationship between city government and private industry is an important factor for many industries in choosing to stay or relocate. A good business climate includes the feeling on the part of business that they have a "receptive ear" when they approach City government with a problem or



request for assistance. One effective way of maintaining a positive business climate would be to improve the capability of City departments to intervene in situations of potential relocation and to coordinate City activities to respond to business needs. Intervention to assist businesses in staying in the City should only be done where the costs of doing so do not exceed the benefits to the city.

POLICY 2

Promote and attract those economic activities with potential benefit to the City.

Along with efforts to retain businesses, the City must attempt to attract new businesses to the city. It is likely that the City would have to undertake very costly measures such as major redevelopment combined with tax exemptions and subsidies in order to attract businesses for which a San Francisco location does not offer a comparative advantage. However, there are a number of economic activities for which the City does have a comparative advantage. Examples include the manufacturing of apparel and other textile products, small scale furniture manufacturers, commercial printing, communications companies, and business, medical and educational services. By concentrating attraction efforts on such enterprises the expenditure of the City's limited resources can be much more cost effective.

POLICY 3

Avoid public actions that displace existing viable industrial firms.

In some instances, public activities such as redevelopment efforts or public facility expansion or improvement can result in a physical displacement of a business. All too often when this occurs relocation is to a site outside the city. The City should recognize that many firms remain in the city primarily because of inertia, fixed investments in plant and equipment or excessive moving costs. These factors are overcome when public displacement occurs since moving costs and fair market value for land and facilities are paid by the City. Care should be taken to avoid unnecessary displacement. In determining the costs and benefits of the action causing displacement, the loss of taxes and jobs if the firm relocates outside the City should be looked at as costs.

POLICY 4

When displacement does occur, attempt to relocate desired firms within the city.

When dislocation is unavoidable, the City should seek to assist the displaced firm in obtaining a suitable alternative site in the city. This is particularly true if the situation is one in which the employment and tax revenues to the City outweigh costs to the City; it may well be appropriate to use public funds and redevelopment power to create a relocation site within the city for displaced firms.

POLICY 5

Avoid encroachment of incompatible land uses on viable industrial activity.

There are a small number of locations in the city which are a mixture of residential, commercial and industrial uses which were developed prior to modern zoning controls with separate uses. The South of Market area is a prime example. Such areas are resources of needed low cost housing and should be preserved and improved where feasible. Care must be taken, however, to assure that residential expansion is carried out in a way that will not cause eventual large scale displacement of the existing viable businesses.

Another potential problem results from the proximity of the growing office core to smaller scale business and industries in the South of Market area. Growth of the downtown office core should be carefully guided to avoid unnecessary dislocation.

POLICY 6

Assist in the provision of available land for site expansion.

Although San Francisco has a considerable amount of underutilized land available for industrial development, land is not always available in locations where new development is desired or feasible. A major problem facing many San Francisco industries is the lack of room for expansion. The cost of acquiring adjacent property, if it is developed, may be prohibitive to the firm. The initiation of small scale redevelopment activities to eliminate obsolescent and vacant buildings would allow land to become available for new development. Such actions might well prove financially beneficial to the city if vacant parcels and buildings could be utilized to



generate increased tax revenues. Formation of a land bank by selected parcels of land received by the City could aid industries beneficial to the city by providing a relocation resource.

POLICY 7

Improve public and private transportation to and from industrial areas.

The accessibility to a suitable labor force is a critical factor in determining industrial site location. The lack of adequate public transportation services to the industrial areas of the City dictate that blue-collar workers provide their own transportation. Consequently, the availability of parking spaces is a problem within many of the city's industrial areas, particularly in the South of Market area.

Many industrial areas are inadequately served by public transportation routes which also serve residential areas of the city. Therefore, the transit time from residential areas to the industrial activities is prohibitive. Improved transit service would make these residential areas more accessible to commuting workers and would also reduce the parking problems currently encountered in commercial and industrial areas.

In addition, some underdeveloped industrial areas are relatively isolated in terms of being able to move goods and services to and from them efficiently. Their development potential would be enhanced if transportation access from these areas to regional transportation linkages were improved. One of the advantages of the Southern Crossing would have been the improved regional access to the Southeastern section of the city. Other means - without the disadvantages of the Southern Crossing - should be sought.

POLICY 8

Provide for the adequate security of employees and property.

Vandalism, in certain of the city's industrial areas, causes large losses for firms and threatens employee security. In some instances, firms in areas where fear of crime is a particular problem have difficulties attracting

a qualified work force. Concern about security of employers and employees can affect plans for expansion and may cause relocation. It also affects employee turnover. Measures such as increased police presence and surveillance of industrial areas and improved lighting are important in providing a sense of security for employers and employees.

POLICY 9

Maintain a competitive tax structure for industrial uses.

The local tax structure can influence locational decisions for firms. There may be situations where, when all other things are equal, a more favorable tax situation in a neighboring jurisdiction may induce a firm to relocate.

A delicate balance must be maintained. Commerce and industry should bear its fair share of the costs of city services. However, the tax rate should not be so great compared to other jurisdictions that the activity is induced to leave the city.

POLICY 10

Enhance the working environment within industrial areas.

Public efforts to enhance the environment of industrial areas with little or no cost to the city should also be pursued. The promotion of a limited number of small retail areas, restaurants, small parks, and pleasant sidewalks would serve to improve the environment of many dreary industrial areas. City actions of this sort can significantly influence the attractiveness and appeal of industrial neighborhoods.

POLICY 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

Small, emerging industries in the City, many utilizing new technologies, are dependent on relatively inexpensive space accessible to prospective markets. Examples of these "incubator" type industries include electronic data processing firms, business services, apparel manufacturing and design, crafts manufacturing, etc. During the early stages of developments, while markets are being established, fixed costs such as rent and transpor-

tation must be kept at minimal levels. Larger, older buildings with storage and loft space are particularly valuable. The South of Market area is currently serving as a functional area containing a supply of such spaces needed by new businesses. The maintenance of a reservoir of such spaces, which can fulfill these needs, is needed.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

San Francisco began and has developed as a maritime City. The city offers great natural advantages as a port. Maritime activity has stimulated the development of San Francisco as a commercial center of the West Coast and has contributed as much to the special flavor of San Francisco.



The city has been a gateway to the West and the world beyond. The advents of rail, highway travel, air transportation and telecommunications have, however, increasingly lessened San Francisco's dependence on water-related activity. Other Bay ports have matured and San Francisco has lost its preeminence as a port city, and much of its waterfront is under-utilized. However, the role of maritime activity in San Francisco's economy remains significant in terms of the jobs it offers to skilled and semi-skilled workers. In addition, most maritime activity offers the additional benefit of being a relatively "clean" industrial activity; many of its potential adverse consequences, such as congestion and noise, can be overcome.

The prospects for strength and considerable growth in world and Bay Area maritime activity are optimistic. Rail rates and shipping times to the East, for example, are the same for all Bay Area Ports. However, San Francisco has not capitalized on this growth potential. A lack of adequate financial and management resources, utilization of developing technologies, necessary land for development and the financial burden of maintaining existing facilities have contributed to this situation.

POLICY 1

Develop and implement a comprehensive long-range maritime development program for the port.

Cargo traffic through the Bay Area is expected to continue to grow at least through the year 2000. Ports which can offer the fastest movement of goods at the least cost will capture increasingly greater shares of this growth. In recent years port development and expansion has been achieved by the aggressive and foresighted utilization of new technologies and techniques such as containerization, lighter aboard ship, roll on -roll off, mini- and maxi-bridge and automated dry-bulk feeders.

The Port should develop and carry out a comprehensive long-range maritime development program which assesses future cargo market demand, developing technologies which might be employed in San Francisco to meet the demand, and land and capital investment which will be necessary to permit San Francisco to capture a reasonable share of the market.

POLICY 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

It is particularly important to focus limited resources on those areas in which San Francisco has a competitive advantage rather than to provide facilities to compete with other Bay ports for the same market. For example, San Francisco has one of the greatest potentials for deep-water port development on the West Coast. It also retains its attractiveness as a break bulk port. On the other hand, it has only a limited ability to compete for the container market: unstable land fill conditions make the cost of preparing suitable back-up space extremely high.

It may be possible in the future to create competitive advantages by anticipating future shipping needs and technologies. Investments will necessarily be selective because funds will be limited. Investment strategy therefore should include an assessment of natural advantages and of the potential for increasing competitive advantages by use of advanced technologies.

POLICY 3

Aggressively market existing maritime facilities.

Facilities such as the Grain Terminal, the Free Trade Zone and Pier 80 are presently underutilized. New container facilities are not being used to their maximum potential.



While the long term growth and competitive advantage of the Port may be realized through initiation of new capital investments, it is also important to maximize the return on existing maritime facilities. This will require aggressive promotional and marketing techniques.

POLICY 4

Avoid actions which may serve to displace desired existing maritime uses.

Historically, maritime activity in San Francisco was principally located along the Northern Waterfront. Expansion of office uses within the Embarcadero Center, and the development of residential uses in the Golden Gateway Project have resulted in increased pressure on maritime uses in the Northern Waterfront area. This expansion should not be permitted to encroach on designated maritime areas as long as maritime use remains feasible.

Available waterfront land is a limited resource and maritime activity remains vital to the city's economy. It should therefore have priority use of waterfront lands that it may realistically need to survive. Specifically, piers in active maritime use should remain so unless it can be clearly established that the maritime use can be relocated elsewhere on the waterfront and the area put to a more desirable use.

POLICY 5

Assure adequate funding for capital investments as well as operational expenses of the port.

All major ports are subsidized in some form. Some receive tax overrides or have independent taxing authority. Others receive oil royalties or airport revenues.

The Port of San Francisco has financed its operation and development since it came under local control by means of its revenues and a general obligation bond. However, there is increasing likelihood that the Port's costs will soon exceed its revenues.

Both the capital investment necessary to regain competitive advantage and the funds necessary for proper operation of existing facilities must be assured. If sufficient revenues to meet Port needs are not forthcoming,

some form of public subsidy should be provided. Although the City took over the Port from the State with the pledge that the Port would not go on the tax rolls, changed circumstances may necessitate and justify a modification of that commitment. Public funds spent to aid and enhance a port's operation can be an excellent investment by providing jobs and direct and indirect revenues.

POLICY 6

Foster the relation of maritime activity to other segments of San Francisco economy.

Many of San Francisco's commercial activities such as financing, warehousing, and import-export activities grew historically as a result of their close relationship to maritime trade. That link between national and international trade and San Francisco's economic health has not diminished to this day, though other modes of transport and communications have supplemented shipping.

Those who ship or receive cargo benefit from a port in closer proximity to their home office or ultimate point of delivery where inspections, drayage or deliveries are easier. Many service industries and offices serving maritime trades throughout the Bay Area are located in San Francisco by historical precedent and benefit by a proximity of their customers or clients. This is a source of competitive advantage vis-a-vis other Bay Area and western ports and should be exploited.

POLICY 7

Restore the fishing industry in San Francisco.

Generations of visitors have been charmed and many tables graced by the San Francisco fishing fleet. The many restaurants and close residential areas created a significant market for their catch. Fishing has benefited San Francisco's economy as employer, retailer and as a part of the large and growing tourist industry.

In recent years, however, the facilities for docking and fish processing have deteriorated and the fleet has diminished. Local unavailability of fish and the high cost of land and facilities in San Francisco have had serious effects on the industry.

Commercial fishing, fish processing and businesses which provide services to the fishing fleet should be encouraged and expanded, particularly in the area of the Hyde Street Pier and Pier 45.

POLICY 8

Encourage maritime activity which complements visitor activity and resident recreation.

San Francisco has long been a romantic terminus for passenger ships. These activities have contributed to the positive image of the Port of San Francisco as well as brought visitors to the city. While the airplane has replaced the ship as the primary means of personal transoceanic travel, the declining passenger ship activity has been stabilized by the emergence of cruise ships. For these ships, San Francisco may be an embarkation point or a stop en route. Facilities for passenger ships have, however, deteriorated in recent years. Pier 35, the pier now used, is old and in need of modernization. However, it affords a dramatic entrance or exit from San Francisco, is close to other visitor attractions, and is convenient to hotels and land transportation. These passenger facilities should be maintained and improved.

Boating has become an increasingly popular recreational sport. Additional small boat marinas along the San Francisco waterfront can provide attractive, low cost assets which bring revenue to the city and should be provided at appropriate locations.

POLICY 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

Until its closure in 1974, the Hunter's Point Naval Shipyard was a major source of maritime employment and activity, both military and civilian. At its peak, the shipyard was one of the largest industrial employers in the city. Efforts to revive use of its facilities should be encouraged. In addition to the important ship repair, ship building, docking and other industrial facilities which remain but are unused, the shipyard presents opportunities for additional industrial and maritime uses. Perhaps its most important asset is its proximity to natural deep water. There is the potential for the development of a deep water port designed to carry high capacity bulk cargoes. West Coast ports, such as Long

Beach, Portland and Seattle, are investigating and pursuing their own potential for deep water port development. Vancouver has developed a deep water port. Hunter's Point appears to offer one of the best and least expensive opportunities for such a facility if some of the environmental problems it poses can be solved.

POLICY 10

Increase cooperation among bay ports.

San Francisco has suffered in the recent competition with Oakland and to lesser extent other Bay Area ports. They have been better able to marshal requisite capital and land to take advantage of new technology. This process of shifting to new facilities occurs in every major world port, but in almost all situations the old and new facilities are controlled by the same agency or jurisdiction. To remain competitive, ports must be prepared to offer a range of services and hope that resources are sufficient to prepare for and take advantage of new technology.

National and international shippers view the Bay Area as a single destination since times and rail links are the same. The economics of Bay Area communities are linked by workers and trade and could benefit by mutual cooperation. Bay Area ports should work to avoid unnecessary duplication of facilities and encourage each port to develop its own particular strengths. It may be that in the long run a single regional port agency will best serve everyone's interest.

POLICY 11

Pursue permitted non-maritime development on port properties.

The Port of San Francisco is the owner of more land along the waterfront than is likely to be put into maritime use. Some of these properties, primarily, but not exclusively, the area from North China Basin to Fisherman's Wharf, are suitable and attractive for residential, commercial or recreational uses.

In the past, non-maritime development on port properties, particularly development on piers over the water, has been plagued by community disagreement and by conflicting plans for the various public entities that must approve non-maritime development. The "Plan for the Northeastern Waterfront," which is part of the City's

Master Plan, was developed with the participation of diverse interests in the waterfront and it has been endorsed by the Port Commission. It also is consistent with the Bay Conservation and Development Commission's Plan for the San Francisco waterfront. These plans permit, in various locations, non-maritime development which will not usurp or conflict with maritime development and which will provide substantial revenues to the Port and the City while at the same time contributing to the environmental quality of the area. These opportunities should be vigorously pursued by the Port or some other agency on behalf of the Port to provide needed revenues for development of the Port's maritime facilities.

DOWNTOWN OFFICE DOWNTOWN RETAIL

See "SPACE FOR COMMERCE" Section of the
Downtown Area Plan.

NEIGHBORHOOD COMMERCE

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EAS- ILY ACCESSIBLE TO CITY RESIDENTS.

San Francisco is well known as a city with many distinct neighborhoods whose diverse characteristics are expressed on their commercial streets. Many of these neighborhood shopping areas reflect the surrounding neighborhood's ethnic and lifestyle characteristics, building scale and architectural style, topography, and historical development.

Neighborhood commercial districts also constitute an important part of the city's economic base, contributing to the city's fiscal stability through property and business taxes, and providing employment opportunities for local residents. They create a public domain where individuals can choose from a wide array of activities as well as have opportunities for leisure, cultural activities and entertainment. Many districts maintain an active street life and pedestrian character which enhances the city's stature as a walking city.

The continuing viability of a neighborhood commercial district is dependent primarily on its ability to provide required services and maintain customer patronage. The successful district provides a variety of goods and services in an atmosphere of safety, convenience, and attractiveness.

POLICY 1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

One of the unique charms and features of San Francisco is the diversity of its neighborhoods and their shopping areas. Neighborhood commercial areas vary widely in function, trade area, form, design and character; but they all serve a common purpose in providing goods and services to meet the needs of City residents. In particular, convenience goods and services, such as groceries, personal toiletries, shoe repair, hair cutting, film processing, laundry and dry cleaning, should be readily available to residents in nearby shopping areas. Residents require easy access to such goods and services in order to satisfy their basic personal and household needs.

While all neighborhood commercial districts provide, in greater or less degree, for the convenience needs of residents in adjacent neighborhoods, most districts also provide specialty and comparison goods and services to a larger, often citywide trade area. Few districts could survive economically by confining their market exclusively to immediately surrounding residential areas.

A district may specialize in uses which cater to its surrounding neighborhood's lifestyle. However, as a district becomes more specialized, it may need to draw from a broader geographical market area in order to sustain itself with sufficient customer patronage. The function of a district is also influenced by its proximity to other commercial areas. Some relatively isolated districts may serve nearly all the retail and service needs for a residential neighborhood. Other districts may serve a community in conjunction with other nearby commercial districts, each with varying degrees of specialization.

Neighborhood shopping areas also differ in the size, scale, and configuration of their lots and buildings. They range from a small cluster of lots to linear shopping

districts, extending two or more blocks along arterials or thoroughfares. Neighborhood shopping centers and supermarkets with extensive on-site parking are also scattered throughout the city. The differing sizes of lots and blocks, which are determined in part by the neighborhood's topography, influence the configuration of the commercial district and its surrounding lots. The variation in topography, lot size and juxtaposition with surrounding uses, in addition to the district's historic development, all contribute to the variety in size, shape, and architectural style of a district's buildings.

The scale and extent of commercial activity, relative to other uses, also varies among districts. Commercial uses may occupy from one to four stories, in a continuous series or interspersed among residential buildings. In many linear shopping districts, the commercial activity side streets or alleys containing a mix of commercial and residential uses.

The variation in function and character of commercial districts should be maintained through controls on building form, scale, ground story and upper story commercial and residential uses, and operation which reflect the differences between districts and reinforce the variations in individual land use patterns.

The essential character of neighborhood commercial districts should be maintained by encouraging and protecting uses which provide necessary goods and services to the surrounding neighborhoods and which are compatible in scale or type with the district in which they are to be located. Often, a district's character is defined by certain established businesses which have been serving the neighborhood residents and businesses for an exten-



sive period. Loss of such businesses could undermine that district's distinctive character. However, districts also should be allowed to evolve over time in response to changes in the neighborhoods they serve and changes in consumer tastes and preferences.

The determination of the appropriateness of various land uses in neighborhood commercial districts should consider the following basic aspects:

- Individual district character;
- Customer orientation of the district;
- Residential community living within and adjacent to the district;
- Necessity and desirability of the use to the community; and
- Environmental impacts of the use.

The following guidelines, in addition to others in this objective for neighborhood commercial districts, should be employed in the development of overall district zoning controls as well as in the review of individual permit applications which require case by case review and City Planning Commission approval. Pertinent guidelines may be applied as conditions of approval of individual permit applications. In general, uses should be encouraged which meet the guidelines; conversely, uses should be discouraged which do not.



GUIDELINES FOR ALL USES

- Existing businesses, especially neighborhood-serving retail stores and services, should be retained wherever feasible and in conformity with the Planning Code.
- New uses should be consistent with the purpose of the district in which they are located as stated in the Planning Code.
- In small-scale districts with limited amounts of commercial space, priority should be given to retail stores and services which primarily serve the needs of nearby residents. Larger-scale districts may include some larger or more specialized uses which serve a broader citywide or regional clientele in addition to convenience oriented businesses. However, no district should include so many specialty stores that space is not available for businesses which serve the needs of nearby residents. The appropriate size of an individual use may vary depending on the type of merchandise or service offered and the volume or intensity of customer activity it generates.
- The use should contribute to the variety of uses in the district and avoid an undesirable concentration of one type of use in a certain location. In low-intensity districts, a balanced mix of various neighborhood-serving uses, with no concentration of a particular use, is desirable. In higher-intensity districts with a special orientation to one type of use (such as antique stores), clustering of such specialty uses may be appropriate. However, one type of use should not occupy an entire block frontage.
- The use should not detract from the livability of the district or adjacent residential areas by causing offensive noise, odors, or light, particularly in the late night or very early morning hours.

Establishments operating in the late night or early morning hours should provide goods and services which are necessary or desirable to the community at those hours. For example, longer hours of operation may be appropriate for neighborhood-serving convenience stores such as groceries or pharmacies.

- If locating at the ground story, the use should contribute to an active retail frontage. In districts with continuous active retail frontage, individual uses which do not serve the general public during regular business hours, such as churches, are encouraged to share ground story space with more active uses. This guideline may not apply in those districts or parts of a district where retail uses are interspersed with fully residential buildings and institutional facilities. However, in some areas, it may be appropriate to allow conversion of non-commercial ground story space in order to accommodate commercial growth in the district, if such growth would not create unmanageable parking, noise or other unwanted impacts.
- The use should fully utilize available floor area. Uses which require a limited amount of ground story frontage, such as limited financial services and hotel lobbies, should provide access to remaining space for use by other establishments.
- The use should not significantly increase traffic congestion or parking problems. The use should be evaluated for its traffic and parking impacts, especially on surrounding residential areas. Significant adverse impacts should be sufficiently mitigated or the use should not be permitted (See Auto-Oriented Facilities guidelines and Policy 8 of this Objective for more specific guidelines on parking).

GUIDELINES FOR SPECIFIC USES

In some districts, the balanced mix of commercial activities has been upset by the proliferation of certain uses such as financial services, restaurants and bars, take-out food and quick-stop establishments and entertainment uses. Overconcentration of one or more types of uses reduces the opportunity for other needed uses. The concerns are not limited to the number and concentration of these uses but also include the related nuisances they create and their impacts on the neighborhood. Other uses, such as automotive repair and parking, also can create noise and traffic problems. Special controls should be adopted for these uses in districts where they are a particular problem. These uses should adhere to the following guidelines, in addition to the general guidelines noted above.

Financial Services

- Financial offices should not be located near other financial service uses or add to an overconcentration of financial services in a single district. In most districts, it is preferable that financial services be at least 500 feet apart. In certain locations, clustering may be appropriate, depending on potential traffic circulation and parking impacts, but in no case should the number exceed the maximum number that would be allowed if all financial services in the district were at least 500 feet from each other. For example, a configuration of clustered financial services where off-street parking is shared might be a more efficient use of land than an even distribution of such financial services. Another example where clustering may be appropriate is in a non-linear area district where a cluster of financial services may provide greater choice and more convenient service to nearby merchants who need such services than an even distribution of financial services throughout the district. In addition to overconcentration within a single district, proximity to financial services in other nearby districts should be considered in evaluating the need and impacts of a new financial service use or a new location for an existing financial service establishment.
- New, expanding or relocating financial service establishments should provide a detailed analysis of the potential impacts on existing transportation systems which serve the location. If significant adverse impacts on traffic and transit volumes and circulation and parking congestion are anticipated, especially on transit-preferential streets, the proposed use should be redesigned to mitigate such impacts (e.g. reducing the project size) or providing off-street parking, or the use should be prohibited. The location of limited

financial services should be carefully evaluated, as to the potential for double-parking or illegal parking by users of the facilities and the interference with traffic circulation by such vehicles (See Policy 9 for additional guidelines). If the proposed use includes automated teller machines, this evaluation is especially critical in determining the appropriateness of the use and its location.

- Financial services should provide retail banking services to serve the business community as well as the residential community.
- The location of new, expanding, or relocating financial services should avoid, if feasible, the demolition of sound buildings which are compatible in scale and character with other buildings in the district.
- If new construction is necessary, inclusion of other commercial uses and/or residential units may be desirable. New structures should have continuous retail frontage along the shopping street or mall except where access to upper-level uses, accessory parking, loading or public open space is necessary. New development should be compatible in scale, design and use with the rest of the district.
- In neighborhood commercial districts where drive-up facilities are not permitted, financial offices should be pedestrian oriented. In cases where drive-up facilities are permitted or parking is required, interruptions of the continuous retail frontage should be kept to a minimum.
- Automated teller machines should be recessed from the sidewalk, when possible, or should be incorporated into limited financial service facilities inside the facility with adequate waiting space for patrons.

Eating and Drinking Establishments

Eating and drinking establishments include bars, sit-down restaurants, fast food restaurants, self-service restaurants, and take-out food. Associated uses which can serve similar functions and create similar land use impacts include ice cream stores, bakeries and cookie stores. Guidelines for eating and drinking establishments are needed to achieve the following purposes:

- Regulate the distribution and proliferation of eating and drinking establishments, especially in districts experiencing increased commercial activity;

- Control nuisances associated with their proliferation;
- Preserve storefronts for other types of local-serving businesses; and
- Maintain a balanced mix of commercial goods and services.

The regulation of eating and drinking establishments should consider the following:

- Balance of retail sales and services;
- Current inventory and composition of eating and drinking establishments;
- Total occupied commercial linear frontage, relative to the total district frontage;
- Uses on surrounding properties;
- Available parking facilities, both existing and proposed;
- Existing traffic and parking congestion; and
- Potential impacts on the surrounding community.

In districts where the proliferation of eating and drinking establishments could generate problems, the following guidelines should be employed in the consideration of new establishments, relocations, changes from one kind of eating and drinking establishment to another (e.g. from self-service restaurant to full-service restaurant), expansion or intensification of existing establishments:

- The establishment should not add to an overconcentration of eating and drinking establishments in a single district. The balance of commercial uses may be threatened when eating and drinking establishments occupy more than 20% of the total occupied commercial frontage. Proposals for eating and drinking establishments which would increase the proportion of total occupied commercial frontage above 20% should be reviewed to ensure that they would not reduce the variety of neighborhood-serving uses; nor create substantial noise, traffic, parking problems, or other nuisances in the district or surrounding neighborhood. Those establishments that would do the above should not be permitted. Except in districts with an established pattern of service to a broad market, such as North Beach, such establishments should not occupy more than 25% of the total commercially-occupied frontage in a district. To minimize the problems they can create, eating and drinking uses should generally be at least 100 feet apart from each other, unless there are factors making clustering of uses appropriate. For example, a con-

figuration of clustered eating and drinking uses where off-street parking is shared might be more appropriate than an even distribution of such establishments.

- New, expanding or relocating eating and drinking uses should not impose significant adverse impacts on traffic and transit volumes and circulation and parking congestion. If such impacts are anticipated, especially on transit-preferential streets, the proposed use, expansion or relocation should be redesigned to mitigate such impacts, or it should be prohibited. (See Auto-Oriented Facilities section and Policy 9 of this Objective for more specific guidelines on parking).
- Eating and drinking uses should be adequately sound-proofed or insulated for noise and operated so as to reasonably protect adjoining and surrounding upper-story residences from disturbances. Fixed source equipment noise should not exceed the decibel levels specified in the Noise Control Ordinance.

Fast Food Restaurants and Self-Service Restaurants

Fast food restaurants and self-service restaurants including take-out food establishments are retail uses which provide quick food service for consumption on or off the premises, which are often designed to serve a high volume of customers at a high turnover rate. As a result, this use can generate problems in traffic and pedestrian circulation, parking congestion, litter, noise and odors. All guidelines for eating and drinking establishments should apply to fast food restaurants and self-service restaurants in addition to the guidelines stated below.

- Large fast food restaurants occupying more than 1000 square feet of floor area are discouraged in neighborhood commercial cluster districts, small-scale neighborhood commercial districts and those individual districts where such discouragement is noted in their description and purpose statements. Large fast food restaurants of that size usually are designed to attract high volumes of customers from a large trade area. Such volumes of customers can generate various nuisance problems for the surrounding residential neighborhoods, especially parking congestion, traffic and pedestrian circulation, litter and late-night activity.
- The proposed use should not add to an overconcentration of fast food restaurants in a single district. As a general rule, fast food restaurants should be evenly distributed throughout the district. However, in certain locations, clustering may be more appropriate. For example, a configuration of clustered fast food

restaurants where sufficient off-street parking is shared between them might make more efficient use of land than an even distribution of fast food restaurants throughout the district. The number of large fast food restaurants and small self-service restaurants should not exceed the maximum number that would be allowed if all fast food restaurants in the district were at least 500 feet from each other.

- To avoid potential pedestrian-vehicle conflicts where large numbers of children are present, fast food restaurants should not be within 500-foot walking distance of an elementary or secondary school.
- New or expanding large fast food restaurants should provide a detailed analysis of their anticipated impacts on transportation systems. If problems are anticipated, especially on transit-preferential streets, the proposed use should be reduced in size and/or redesigned to mitigate the above impacts, or prohibited. If the estimated parking demand for the use cannot be accommodated by existing or new off- or on-street parking facilities, the use should provide ample off-street parking on the site or within a reasonable walking distance of the site to provide for the parking demand; otherwise the use should be prohibited (see Auto-Oriented Facilities section and Policy 9 of this Objective for detailed guidelines).
- The use should provide adequate waiting space for walk-in patrons.
- The use should be equipped with sufficient outdoor and indoor trash receptacles to avoid litter problems in the surrounding neighborhood.
- The operator of the use should be responsible for maintaining the sidewalk within a one-block radius of the site free of paper or litter.
- The use should be designed and operated to contain fumes and odors within the cooking areas, so that such fumes and odors will not spread to adjacent or upper-story uses.
- The new or expanding use should close at 12:00 Midnight or earlier.

Take-Out Food, Convenience Stores, and Similar Quick-Stop Establishments

Quick-stop establishments include fast food restaurants, self-service restaurants, take-out food, convenience stores and other quick-stop establishments which may or may not involve food service. These latter uses may include small or medium-sized grocery stores, film processing stores, video

rental outlets, dry cleaners, and other establishments which primarily provide convenience goods and services and generate a high volume of customer trips. Guidelines for fast food restaurants and self-service restaurants including take-out food are noted separately above.

- These uses should be interspersed with other retail businesses and avoid undue concentration of one type of product.
- The site should provide adequate waiting space for walk-in or drive-in patrons.
- The site should be equipped with sufficient outdoor trash receptacles to avoid litter problems in the surrounding neighborhood.
- New or expanding uses should not impose significant adverse impacts on traffic and transit volumes and circulation and parking congestion. If such impacts are anticipated, especially on transit-preferential streets, the proposed use should be redesigned to mitigate such impacts, such as being reduced in size or providing off-street parking, or the use should be prohibited (see Auto-Oriented Facilities section and Policy 9 of this Objective for detailed guidelines).

Entertainment and Adult Entertainment Uses

Adult entertainment uses are generally inappropriate in most neighborhood commercial districts because:

- There is adequate provision of space for these uses in other areas of the city. Commercial space in neighborhood commercial districts should be preserved for other types of uses which provide essential retail goods and services for the surrounding residential communities.
- Neighborhood commercial districts are located near family-oriented residential areas; since adult entertainment uses may attract criminal activity, their proximity to residential areas, parks, schools, and churches may introduce criminal activity in such neighborhoods, or may tend to reduce property values;

They appeal to a more specialized clientele, drawing customers from outside the neighborhood who may drive and create or add to parking congestion, and occupy space that could be devoted to uses which serve a broader segment of the immediate neighborhood.

Entertainment uses may be appropriate in certain districts or parts of districts. The following guidelines should be used in their review:

- Except in the Broadway district, where later hours may be appropriate under carefully regulated conditions, entertainment uses should not be open after 2:00 a.m. in order to minimize disruption to residences in and around a district. For uses involving liquor service, potentially loud music, dancing or large patron volumes, earlier closing hours may be necessary.
- Entertainment uses should be adequately sound-proofed or insulated for noise, as certified by an acoustical engineer, and operated so as to reasonably protect surrounding residences. Fixed source equipment noise should not exceed the decibel levels specified in the San Francisco Noise Control Ordinance. Ventilation systems should be adequate to permit doors to stay closed during performances.
- Except for movie theaters with substantial sound-proofing, entertainment uses should not involve electronic amplification after midnight, in order to minimize disruption to surrounding residences.
- New adult entertainment uses should be at least 1000 feet from the nearest existing adult entertainment use.

Hotels

- New hotels should be discouraged if they displace existing retail sales and services which are necessary and desirable for the surrounding neighborhoods.
- In districts with an overconcentration of hotels and similar accommodations, it is preferable that new hotels be located at least 300 feet from any existing hotel, motel or bed and breakfast establishment unless there are factors such as traffic circulation, parking, or land use distribution which make clustering appropriate.
- New hotels should contribute to an active retail frontage by providing stores, coffee shops, or convenience retail on the ground story of the major street frontage.
- Hotel development should be compatible in scale and design with the overall district character and especially with buildings on the same block.
- Access to required hotel parking should be designed to minimize interruption of the active retail frontage and disturbance to adjacent residences.

Auto Repair Services

- Adequate building space should be provided for carrying out all repair services inside the building.
- Auto repair facilities should be large enough to accommodate all cars on site and avoid on-street parking of cars before or after repair work is done. If temporary on-site storage of cars must be outside the building, suitable landscaping or screening should be provided.

Auto-Oriented Facilities

Most uses have the potential to be auto-oriented, depending on the extent to which patrons, employees, and other visitors arrive by automobile. In general, however, the uses which tend to be the most auto-oriented are those which:

- Serve automobiles directly, such as gas or service stations, auto repair garages, or automobile washes;
- Serve customers while in their cars, such as drive-through windows for banking, food service or film processing;
- Provide convenience goods and services such as fast food restaurants or take-out food, convenience grocery stores, financial services (with or without automated teller machines), or post offices;
- Sell bulky items or items purchased in volume such as furniture or appliance stores, supermarkets, and large discount stores; and
- Operate at times or for purposes for which most customers view alternate modes of transportation as inconvenient, such as dinner restaurants, 24-hour stores, evening entertainment uses, and hospitals.

Any use exhibiting some or all of these characteristics should be carefully evaluated for its potential impact on the transportation systems serving it (See Policy 9 for guidelines on parking demand analysis). Uses which are expected to generate significant adverse impacts on the transportation systems serving them should not be permitted.

Non-thoroughfare transit-preferential streets, collector, local and recreational streets which are located in residential areas, as designated in the Transportation Element of the Master Plan, are not considered appropriate for auto-oriented facilities. Certain major and secondary thoroughfares are appropriate for auto-oriented or drive-up facilities.

Such uses which exhibit these characteristics should not be located in areas where large numbers of children are present, in order to avoid pedestrian-vehicular conflicts. Typically, the use should not be within 500-foot walking distance of an elementary or secondary school.

POLICY 2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

The economic vitality of neighborhood commercial districts is an essential component of the fiscal health of the city and is necessary to ensure that quality services are available to its people. There must be a strong city commitment to assist local businesses in maintaining and improving the economic climate and to provide the physical improvements and public services necessary to ensure confidence in local investors.

Through the enterprise of small businesses, neighborhood commercial districts provide significant full and part-time employment opportunities for city residents. Neighborhood businesses' payroll and gross receipts taxes make a substantial contribution to the city's tax base. City policies should foster an environment conducive for neighborhood commercial employment and revenue expansion.

Encouragement of competition, entrepreneurship and risk-taking will help to ensure that the marketplace is able to respond to changing business conditions and consumer preferences. The city should ensure that a variety of space is available for a diversity of small business uses, but should not protect or insulate small businesses from the vagaries of the marketplace.

While recognizing the interest of residents and businesses alike to maintain the diverse and unique features of our neighborhoods and their shopping areas, the commercial districts need flexible patterns of building development and commercial uses to reflect shifting demographic patterns and changing technology. The districts need to be able to adapt to changes in population which bring in people with different cultural, ethnic, and social needs. As consumers and businesses respond to changes in technology and economics, the neighborhood commercial districts will need to make corresponding changes. Means should be found whereby districts are allowed to respond to future economic and resident demands for goods and services while at the same time maintaining their basic physical character.

Demand for increased professional, personal and business services should be accommodated in new construction above the ground floor in districts which have the

capacity to add commercial space without displacing residents, destroying the predominant scale of development, or overburdening the transportation system.

Retailers, restaurants, and other consumer oriented businesses require professional and business services to operate their businesses. Often these professional and business services can provide more effective service to their clients by locating in neighborhood commercial districts. These uses should be accommodated as long as they are not so large or intensive as to detract from the primary retail and service functions which the district provides to the general public. Large-scale "back office" services are not appropriate in neighborhood commercial districts.

POLICY 3

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

Most neighborhood commercial districts contain dwelling units in addition to commercial uses. Flats, apartments, and residential hotels are frequently located above ground-story commercial uses; fully residential buildings are common in some districts. The retention of this mix is desirable. Among other things, it ensures the presence of people on the streets at different times which increases safety and business vitality on evenings and weekends. Residents in commercial areas help to create an active street life, which promotes interaction between people in the neighborhood.

The mixed residential-commercial character of most neighborhood commercial districts should be promoted by encouraging new construction of upper-story residential units above commercial development in mixed-use buildings. In order to make feasible such mixed-use projects, higher residential density and/or reductions in required parking may be warranted in districts with a reduced need for auto ownership or where anticipated parking demand can be accommodated off-site.

Existing residential units in neighborhood commercial districts comprise a valuable affordable housing resource which provides for the needs of San Francisco's diverse population. Most of these units are in sound or rehabilitable wood-frame structures and they are among the least expensive rental units in the city.

On the other hand, conversion of this housing is an important means of providing competitive and affordable commercial space to small businesses, many of which provide personal, medical, professional and business services to neighborhood residents and the general public. Conversions of ground-story residential units should be permitted in all neighborhood commercial districts without special review. In many neighborhood commercial districts, the physical location and structural aspects of the upper-story housing units make it attractive and feasible to convert them to commercial use. Due to the limited supply of vacant land, some commercial expansion into the residential space may be the only feasible way to adequately meet the commercial needs of the trade area served by the district. Therefore, limited conversions of upper-story units should be accommodated as long as the conversions are not so numerous as to upset the general equilibrium between commercial and residential uses or to constitute a substantial loss of housing.

Because the appropriateness of residential conversions depends on many factors which vary from district to district, land use controls should be adjusted to reflect the different needs of each district. In most districts certain conversions, such as those at the ground story or third story, can be regulated by permitting or prohibiting them without special review, while those at the second story may need case-by-case review by the City Planning Commission. In other districts, however, proposed conversions at all stories may need case-by-case review. A balance must be struck between the need to retain the housing and the need to provide for commercial expansion. Some upper-story conversions may be appropriate, if based on a review of an individual case, it is found that the need for commercial expansion clearly outweighs the need to preserve affordable housing. In that case-by-case review the following guidelines should be employed:



GUIDELINES FOR RESIDENTIAL CONVERSIONS

- The need for additional commercial space in the district should be clearly established. The need to preserve affordable housing may be presumed in light of the citywide shortage of such housing and established policy in the Residence Element.

The amount of commercial space necessary and desirable to serve the retail and service function of a district varies depending on the size of the trade area, proximity to other commercial districts, and competition from other land uses.

In neighborhood commercial districts consisting of a small cluster of lots or a short linear commercial strip with low-scale development, commercial uses at the ground story should be focused on the convenience needs (such as groceries and laundry) of nearby residents. In these districts no new commercial use should be permitted above the ground story, nor should conversions of existing residential units above the ground story be permitted.

In small-scale neighborhood commercial districts most of the anticipated demand for commercial growth can be accommodated through new construction at the first two stories on vacant or underused parcels without the necessity to convert upper story residential units. However, in some of these districts where demand for commercial space is particularly strong, allowing commercial uses above the second story in new construction and allowing some conversion of existing residential units at the first and second stories may be appropriate as long as the general equilibrium between retail, office, and residential uses is maintained.

In larger, moderate-scale neighborhood commercial districts which are intended to provide a wider range of goods and services to a larger trade area, growth opportunities through new construction at the first two stories on vacant or underused parcels may be insufficient to meet the demand for commercial space.

While the retention of mixed use buildings and the construction of new mixed use buildings is desirable in these districts, construction of new, fully commercial structures, and some conversion of existing upper story residential units may be appropriate to meet demand if the increased commercial activity would not adversely affect existing traffic or parking congestion.

- Conversions should be disallowed if commercial space suitable for occupancy by the proposed commercial use is available elsewhere in the district.
- Commercial and institutional uses which do not primarily serve the general public usually are not appropriate in neighborhood commercial areas unless they are minor uses ancillary to those which do serve the general public, such as a small dental laboratory or small business accountant.
- Along predominantly residential secondary side streets and alleys of linear or areawide districts, conversions are inappropriate. The more residential character of the secondary streets should be protected in order to provide a transition between the commercial and surrounding residential districts.
- Conversions should not adversely impact the livability of any remaining units in the building. Entrance to the remaining units should be separate from the access to the commercial uses in the building. In buildings where re-conversion back to dwelling units may be desirable, the kitchens should be retained.
- Buildings with five or more housing units contain a large proportion of the housing stock in the neighborhood commercial districts and should be protected from complete conversion to commercial use.
- Conversion may be appropriate if the unit(s) is unsuitable for residential occupancy because of offensive noise, especially from traffic or late night activity, which is generated on the same site or near the unit, or because of the obstruction of residents' access to light and air by a building adjacent to or near the unit(s).
- Conversion may be appropriate if the housing unit is declared by the Superintendent of the Bureau of Building Inspection or the Chief of the Bureau of Fire Prevention to be unsafe and/or incapable of being made habitable for residential occupancy. However, if the property owner has shown possible willful neglect or a pattern of negligence in performing ordinary maintenance, thereby resulting in uninhabitable or unsafe units, the conversion should not be permitted, or the property owner should add other replacement rental units to the city's housing supply.

GUIDELINES FOR RESIDENTIAL CONVERSIONS

(CONTINUED)

- In evaluating the proposed conversion of a unit which is suitable and safe for residential occupancy, consideration should be given to offsetting the loss of such housing by requiring the applicant to provide comparable replacement housing on the site, or within the neighborhood, or to provide financial assistance toward the creation of new rental housing or the rehabilitation of uninhabitable rental housing.
- Tenants should be given ample written notice by the property owner prior to filing the application to convert the unit(s) and, for any conversion that is permitted, property owners should make relocation assistance available to displaced tenants, i.e. efforts to identify housing comparable in size, price, and location; and the payment of moving expenses and a relocation allowance, particularly in the case of units occupied by low or moderate income residents.
- In evaluating proposed conversions, consideration should be given to economic hardships to both property owners and tenants which might result from the denial or approval of the conversion application.

GUIDELINES FOR RESIDENTIAL DEMOLITION

The same considerations that apply to conversions apply to demolition of housing units. Therefore, demolitions should be reviewed on a case-by-case basis using the same guidelines that are to be used in reviewing conversions. Demolition permits should be reviewed in conjunction with the permits for the replacement structures whenever possible. When this is not possible, conditions applying to future building permits may be attached to the demolition permit or the new building permit may require further review. The replacement structure

should include housing units for which there is an exhibited demand, or replacement rental units should be added to the city's housing supply. In order to encourage prompt replacement of demolished structures, permits should not be approved for temporary uses, such as general advertising signs or parking, unless such uses are appropriate permanent uses.

POLICY 4

Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

Neighborhood shopping districts should be distributed throughout the city so that all residential areas are within a service radius of one-quarter to one-half mile, depending upon the population density and topography of the area served. Most residential areas meet this service area standard, as can be seen on Map 4. Some remaining residential areas which are not served by commercial districts within these distances are served by individual commercial uses located within a quarter of a mile. These individual uses are typically corner grocery stores which are open long hours, providing a range of food and household convenience goods. The few remaining residential areas, which are neither served by neighborhood commercial districts nor by individual commercial uses, are typically of such low density that they cannot economically support nearby commercial activity. It would be appropriate to revise the zoning to allow a smaller convenience commercial use in those areas if a market demand develops, as long as the location meets the criteria of Objective 6, Policy 2 of the Residence Element.

POLICY 5

Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.

Economic growth exhibited in any given commercial area, when viewed from a citywide or regional perspective may not represent "real" or absolute growth, but rather a relocation of economic activity from another commercial area, contributing to its decline. "Real" growth of retail activity requires an actual increase in expenditures which is directly linked to increases in disposable personal income. Because there are opportunities for business expansion within existing commercial areas, the creation of major new commercial areas should be discouraged unless a significant new market is being created to support the proposed development.

POLICY 6

Adopt specific zoning districts which conform to a generalized neighborhood commercial land use and density plan.

The application of other policies under this "neighborhood commercial" objective results in land use distribution patterns shown on the Generalized Neighborhood Commercial Land Use and Density Plan as shown on the accompanying map. Neighborhood Commercial zoning districts should conform to the map, although minor variations consistent with the policies may be appropriate. The Generalized Neighborhood Commercial Land Use and Density Plan provides for the following categories of neighborhood commercial districts:

Neighborhood Commercial Clusters

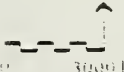
These districts provide a limited range of convenience retail goods and services to residents in the immediate neighborhood typically during daytime hours. In general, these districts should be limited to no more than one or two blocks of continuous retail frontage. Some districts may extend for several blocks with small stores, sometimes interspersed among housing. Generally, commercial uses should be limited to the ground floor and the upper stories should be residential. These districts are intended to be located in neighborhoods which do not have the need for or capacity to handle larger-scale commercial activities.

Small-Scale Neighborhood Commercial Districts

These districts provide convenience goods and services to the local neighborhood as well as limited comparison shopping to a wider market area. The size of these districts may vary from one to three blocks to several blocks in length. Commercial building intensity should be limited to the first two stories with residential development occasionally interspersed. Upper stories should be reserved for residential use. These districts are typically linear and should be located along collector and arterial streets which have transit routes.



RESIDENTIAL SERVICE AREAS OF NEIGHBORHOOD COMMERCIAL DISTRICTS AND USES


 8000 FT
Map 4

-  Neighborhood Commercial District
 (Service Radius: 1/2 Mile)
-  Commercial Service Areas
-  Residential Areas Outside Service Boundaries

Moderate-Scale Neighborhood Commercial Districts

These districts provide a wide range of comparison and specialty goods and services to a population greater than the immediate neighborhood, additionally providing convenience goods and services to local residents. These districts can be quite large in size and scale and may include up to four stories of commercial development, although most districts have less. They may include residential units on the upper stories. Due to the moderately-large scale and levels of activity, these districts should be located along heavily-trafficked thoroughfares which also serve as major transit routes.

Neighborhood Commercial Shopping Centers

These districts provide retail goods and services for car-oriented shoppers. Typically, the district contains mostly one-story and a few two-story buildings with a substantial amount of off-street parking. Except for the largest NC-S districts, goods and services can range from groceries to a full range of merchandise. Residential uses are permitted but are uncommon. Because these districts provide an alternative building format with more parking opportunities than the traditional linear shopping districts, they should be located where their design is compatible with existing neighborhood scale and where they compatibly supplement other traditional commercial districts in serving new or low-density areas.

Individual Neighborhood Commercial Districts

These districts generally are small- or moderate-scale commercial districts undergoing rapid economic change, or potentially subject to intense development pressure. In most districts, separate zoning controls specific to each district's particular needs and characteristics are needed to deal with the economic growth and land use changes which each area is experiencing. In some districts, eating and drinking uses have proliferated, displacing other types of retail goods and services needed by the neighborhood. Financial institutions, such as banks and savings and loan associations, have multiplied in certain districts, displacing other types of businesses, tending to concentrate and create nodes of congestion, and sometimes detracting from the visual and design character of the district. In many

individual districts, special controls are necessary to protect existing housing from conversion to commercial use and encourage the development of new housing. Certain other districts in mature, low-density residential areas may require special controls to protect the existing scale and character of development and to prevent undue congestion.

POLICY 7

Promote high quality urban design on commercial streets.

Most of San Francisco's neighborhood commercial districts were developed concurrently with residential development and have physical forms which relate to the needs and tastes prevalent during the first half of this century. During this period, commercial units were built along streetcar lines and at major street intersections, often with residential flats on the upper floors, thus creating the familiar "linear" or "strip" commercial districts.

The small lot pattern prevalent at that time also encouraged the development of small buildings and stores. The resulting scale has come to characterize San Francisco's attractive and active neighborhood commercial districts. The small-scale character should be maintained through the regulation of the size of new buildings and commercial uses.

Continuous commercial frontage at the street level is especially important in all but the lowest intensity commercial districts with limited market areas. It prevents the fragmentation and isolation of fringe areas, improves pedestrian accessibility, and enhances the physical and aesthetic cohesiveness of the district. The design of new buildings should harmonize with the scale and orientation of existing buildings. Additionally, a correspondence of building setbacks, proportions, and texture helps establish visual coherence between new development and existing structures on a commercial street.

The appeal and vitality of a neighborhood commercial district depends largely on the character, amenities, and visual quality of its streets. The main function of neighborhood commercial streets is to provide retail goods and services in a safe, comfortable, and attractive pedestrian environment.

URBAN DESIGN GUIDELINES

The following guidelines for urban design are intended to preserve and promote positive physical attributes of neighborhood commercial districts and facilitate harmony between business and residential functions. The pleasant appearance of an individual building is critical to maintaining the appeal and economic vitality of the businesses located in it, as well as of the whole neighborhood commercial district. An individual project's building design and site layout should be compatible with the character of surrounding buildings and the existing pattern of development in neighborhood commercial districts.

In designing a new development or evaluating a development proposal, the following criteria should be considered:

- Overall district scale;
- Individual street character and form;
- Lot development patterns;
- Adjacent property usage, especially buildings historical, cultural or architectural importance;
- Proposed site development and building design;
- Handicapped access;
- Potential environmental impacts; and
- Feasible mitigation measures.

Site Layout

- The site plan of a new building should reflect the arrangement of most other buildings on its block, whether set back from, or built out to its front property lines.
- In cluster and linear districts with continuous street building walls, front set-backs are discouraged, in order to maintain a continuous block facade line. However, outdoor activities such as sidewalk cafes and walk-up windows may be accommodated by recessing the ground story. In addition, publicly accessible open space may be provided in a front setback if: the retail activity of the street is not adversely affected; there is a shortage of nearby open space to serve district shoppers, workers and residents; the site is appropriate in terms of its topography and sun and wind conditions; and attractive seating and landscaping are provided.

- New development should respect open space corridors in the interior of blocks and not significantly impede access of light and air nor block views of adjacent buildings.
- On irregularly shaped lots, through-lots or those adjacent to fully-built lots, open space located elsewhere than at the rear of a property may improve the access of light and air to residential units.
- Outdoor activities associated with an eating and drinking or entertainment establishment which abut residentially-occupied buildings should be discouraged.

Scale, Height and Bulk

- In most cases, small lots with narrow building fronts should be maintained in districts with this traditional pattern.
- When new buildings are constructed on large lots, the facades should be designed in a series of elements which are compatible with the existing scale of the district.
- The height of a proposed development should relate to the individual neighborhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures. On a street of varied building heights, transitions between high and low buildings should be provided. While three- and four-story buildings are appropriate in many locations, two-story buildings are more appropriate in some areas with lower-scale development.
- The height and bulk of new development should be designed to maximize sun access to nearby residential open space, parks, plazas, and major pedestrian corridors.

Frontage

- Facades of new development should be compatible with the proportions and design features of adjacent facades that contribute to the positive visual qualities of the neighborhood commercial district.
- To encourage continuity of "live" retail sales and services, at least one-half of the total width of any new or reconstructed building, parallel to and facing the

commercial street, should be devoted to entrances, show windows, or other displays. Where a substantial length of windowless wall is found to be unavoidable, eye-level display, a contrast in wall treatment, offset wall line, outdoor seating and/or landscaping should be used to enhance visual interest and pedestrian vitality.

- Clear, untinted glass should be used at and near the street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirrored, highly reflective glass or densely-tinted glass should not be used except as an architectural or decorative accent.
- Where unsightly walls of adjacent buildings become exposed by new development, they should be cleaned, painted or screened by appropriate landscaping.
- Walk-up facilities should be recessed and provide adequate queuing space to avoid interruption of the pedestrian flow.

Architectural Design

- The essential character of neighborhood commercial districts should be preserved by discouraging alterations and new development which would be incompatible with buildings which are of fine architectural quality and contribute to the scale and character of the district. The details, material, texture or color of existing architecturally distinctive buildings should be complemented by new development.
- Existing structures in sound or rehabilitable condition and of worthwhile architectural character should be reused where feasible to retain the unique character of a given neighborhood commercial district.
- The design of new buildings, building additions and alterations, and facade renovations should reflect the positive aspects of the existing scale and design features of the area. Building forms should complement and improve the overall neighborhood environment.
- Building design which follows a standardized formula prescribed by a business with multiple locations should be discouraged if such design would be incompatible with the scale and character of the district in which the building is located.

Materials

- The materials, textures and colors of new or remodeled structures should be visually compatible with the predominant materials of nearby structures. In most neighborhood commercial districts, painted wood, masonry and tiles combined with glass panes in show cases, windows and doors are the most traditional and appropriate exterior wall materials.

Details

- Individual buildings in the city's neighborhood commercial districts are rich in architectural detailing, yet vary considerably from building to building, depending upon the age and style of their construction. Vertical lines of columns or piers, and horizontal lines of belt courses or cornices are common to many buildings as are mouldings around windows and doors. These elements add richness to a flat facade wall, emphasizing the contrast of shapes and surfaces.
- A new or remodeled building should relate to its surrounding area by displaying compatible proportions, textures, and details. Nearby buildings of architectural distinction can serve as primary references. Existing street rhythms should also be continued on the facade of a new building, linking it to the rest of the district.

Rooftop Mechanical Equipment

- Rooftop mechanical equipment which may be visually obtrusive or create disturbing noises or odors should be located away from areas of residential use and screened and integrated with the design of the building.

Signs

- The character of signs and other features attached to or projecting from buildings is an important part of the visual appeal of a street and the general quality and economic stability of the area. Opportunities exist to relate these signs and projections more effectively to street design and building design. Neighborhood commercial districts are typically mixed-use areas with commercial units on the ground or lower floors and residential uses on upper floors. Sign sizes

URBAN DESIGN GUIDELINES

(CONTINUED)

and design should relate and be compatible with the character and scale of the building as well as the neighborhood commercial district. As much as signs and other advertising devices are essential to a vital commercial district, they should not be allowed to interfere with or diminish the livability of residences within the neighborhood commercial district or in adjacent residential districts. Signs should not be attached to facades at residentially-occupied stories nor should sign illumination shine directly into windows of residential units.

Landscaping and Street Design

- Street trees should be provided in each new development. If a district tree planting program or street-scape plan exists, new development should be landscaped in conformity with such plans. In places where tree planting is not appropriate due to inade-

quate sidewalk width, interference with utilities, undesirable shading, or other reasons, other means such as window boxes, planter boxes or trellises may be chosen.

- Open uses such as parking lots should be visually screened along the street frontage by low walls, earth berms and/or landscaping. However, the safety of the lots should not be reduced through these measures.
- A landscaped buffer of trees and shrubs should be used along those edges of a parking lot bordering residentially-developed properties.
- In addition to landscaping at the periphery of the parking lot, planting islands between parked vehicles should be located within the lot, whenever feasible. Trees and other plantings provide shade and variety to the visual monotony of parked automobiles, especially when the lot is viewed from adjacent residences.

POLICY 8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

Most neighborhood shopping streets are closely linked to the history of San Francisco and contain structures and features which document certain periods or events. A few of these buildings are designated landmarks while others may qualify as architecturally or historically significant or contributory buildings but have not yet been nominated. Some of the landmarks on shopping streets are commercial buildings as, for example, the Castro Theater on Castro Street, while others are institutions such as St. Francis of Assisi Church in North Beach or South San Francisco Opera House near Third Street. Only one existing historical district, the Liberty Hill Historic District, overlaps with a section of a neighborhood shopping street, Valencia Street. No other neighborhood commercial area has yet been designated a historical or conservation district although many contain examples of fine architecture and historic buildings and might in whole or in part qualify as districts.

Many of San Francisco's neighborhood shopping areas were developed during the first half of this century and, in many cases, their growth is linked to the evolution of street car lines. Small stores for retail and services clustered along thoroughfares with street car service. As more residential development occurred around them, they attracted more and more businesses and, over time became the intensely developed, active shopping streets we know today. Due to their gradual development over several decades and replacement of old buildings with new structures, most districts do not have a uniform architectural style but are composed of buildings originating in various periods. They range from Victorian, Edwardian, Art Deco and International Style to plain, functional architecture of the post-war period. The few architecturally uniform shopping areas are the small shopping centers and a few commercial blocks which were built in the forties and fifties in the western and south-western neighborhoods, often as part of large residential tract development.

A common feature of the older neighborhood shopping areas is the prevalent small-scale development which is based on the small lot pattern of blocks which mainly

were intended for residential development. During the first half of the century, in cases where several lots were merged for larger commercial development, builders avoided the appearance of massive buildings by articulating the facades to resemble a series of buildings. Unfortunately, the concern about compatibility of scale was neglected in the sixties and seventies when large enterprises, especially financial institutions, developed imposing, out-of-scale buildings and disturbed the existing small-scale environment.

Another common feature of San Francisco's shopping streets is the commercial-residential mixed use of the buildings. In the last century, many storekeepers lived above their stores as was customary in European countries. This established the pattern of developing commercial units with residential flats on the upper floors. It was not until the forties and fifties, that single-story

commercial development became more common in the single-family residential areas in the western and south-western part of the city.

Many historically and/or architecturally significant buildings or groups of buildings on neighborhood shopping streets already have been identified through the work of the Landmarks Advisory Board, in the 1976 DCP architectural survey, and in special surveys such as the studies of Union Street and North Beach. These surveys should be systematized and extended to all neighborhood shopping streets. Those streets or parts of streets whose built environment represents an important historic period or are of outstanding architectural or aesthetic quality should be protected as historic or conservation districts. Those important buildings that are not part of a larger grouping should be protected as individual landmarks.

CONSERVATION GUIDELINES

- The demolition of historically and/or architecturally important buildings should be avoided and their restoration should be encouraged. Buildings of lesser importance which nevertheless contribute to the character of the street, also should be retained and enhanced if feasible.
- In renovating such structures, the design of the original structure should be respected. Renovation efforts should be guided by the policies of the Urban Design and Preservation Elements and Standards for Rehabilitation of the Secretary of the Interior.
- Alterations and additions to any historically or architecturally important building should be compatible with the original building and not diminish its character. If original building components cannot be restored, contemporary design which respects the scale, detailing, material and color of the original structure, is permissible. Where possible, special attention should be paid to restoration of original storefronts as they are essential components of neighborhood shopping areas.
- Business signs are important features in neighborhood commercial areas. Distinguished old signs, especially those identifying historic businesses and landmark buildings should be preserved. Old signs painted directly on walls should be preserved and not be painted over if they are of historic or aesthetic quality.

Signs on historically or architecturally important buildings should be designed as an integral part of the building and not detract from the architecture. All

new signs, including business signs and billboards should be compatible with the existing scale of the district and be carefully designed not to upset the character of the district.

- Positive urban design elements of the streetscape such as the proportion of street and sidewalk to adjacent building heights, landscaping and street trees, artwork and street furniture should be preserved and enhanced with the goal of maintaining and improving the established character and yet allowing the many functions of a neighborhood oriented, commercial area to be carried out in a pleasant and attractive environment.
- New development near buildings of historic or architectural importance should harmonize with the historic fabric. Slavish imitation of historic styles should be avoided and innovative new architecture which contributes positively to the established urban design character of the district, encouraged. The design of new structures should establish linkages with design characteristics of the surrounding buildings such as building height, massing, height of stories, window proportions and framing, material and color, horizontal and vertical articulation, set-backs, stairs and other design elements.
- New development in historic or conservation districts, should respect the existing development pattern and scale, height of adjacent buildings, open space corridors in the interior of the block, facade design and rhythm, and special features characteristic of buildings in the particular district.

Pending formal designation of districts and individual landmarks, these important buildings and groups of buildings should be protected, where feasible, by application of the following guidelines which are intended to protect and enhance the distinguished character of neighborhood shopping streets and to further the preservation of historically and/or architecturally significant structures and features.

POLICY 9

Regulate uses so that traffic impacts and parking problems are minimized.

New, expanding or relocating uses should not significantly increase traffic congestion or parking problems. Each use should be evaluated for its anticipated impacts on the transportation systems (i.e. traffic circulation, parking, transit service, pedestrian circulation) particularly during peak traffic hours and with respect to surrounding residential areas. The degree of detail in the analysis should be commensurate with the size and location of the use (compared with traffic volumes and parking availability), its potential as a heavy trip generator and the level of transportation and parking in the vicinity.

If the use will generate significant additional traffic congestion, then the use should be redesigned to mitigate such congestion or the use should not be allowed.

If the use will generate parking demand which cannot be accommodated by the district's existing supply, the use should be redesigned to reduce parking demand or parking should be provided in an amount adequate to meet demand. Such parking should be appropriately located, designed, landscaped, and operated. If adequate parking does not exist or cannot be provided, or excess parking demand cannot be otherwise mitigated, the use should not be allowed.

The following types of uses are potential heavy vehicle trip generators, due to the nature and/or size of use, and should be closely examined:

Commercial Use

- Fast Food Restaurant, Self-Service Restaurants and Take-Out Food Establishment (with or without drive-up facility)
- Full-Service Restaurant
- Take-Out Food Establishment
- Supermarket
- Convenience Store (Late-night or 24-hour)
- Bank or other Financial Service (with or without automated teller machine or drive-up facility)
- Automotive Gas or Service Station
- Medical Service

Institutional Uses

- Hospital or Medical Center
- Post Office

Potential traffic impact and parking demand generated by the use should be evaluated, using estimates of the numbers of customers and trips generated by the use and the distribution of different types of trips by mode of travel for various time periods, when possible, on a neighborhood or area-specific basis. Other comparable uses in similar locations should be examined and the transportation problems they generate should be assessed.

In the case of fast food restaurants and other take-out food uses, information should be provided as to expected rate of turnover and proportions of customers taking out food vs. eating on-site. In evaluating customer volume, the size of the kitchen should be considered; high customer volumes may be anticipated for a facility with a kitchen occupying 500 square feet or more. Other special types of retail operations such as those with small catalog showrooms and large inventory storage areas also may need especially detailed projections of customer volumes.

The analysis should indicate whether the use will:

- Aggravate significantly existing on-street parking problems and shortages or cause waiting vehicles to queue across the sidewalk into the street or into a high-volume vehicular or transit lane or bus stop, especially during the peak hours of traffic or transit volume.
- Attract a significant amount of additional vehicular traffic into the area and adjacent neighborhoods.
- Worsen significantly pedestrian circulation in the area and/or significantly increase the potential for pedestrian/vehicle conflicts.

Parking needed for new housing in commercial districts should be provided but parking in excess of projected demand should be avoided. In some districts well served by transit, especially where overall vehicular ownership is low, reducing the required off-street parking for residential uses may be appropriate, in order to encourage mixed housing and commercial development, use resources efficiently, encourage transit usage and reduce the cost of housing.

POLICY 10

Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

While most commercial districts have healthy economies, some districts have declined. The latter areas are underused and are often characterized by vacant lots and boarded up or deteriorating storefronts. As a consequence, there is inadequate provision of convenience goods and services to nearby residents. The City should participate in a variety of efforts to revitalize these districts.

However, the ultimate success of a neighborhood commercial district depends upon factors which are beyond the scope of the public sector. Private sector investment must bear primary responsibility for economic revitali-

zation. A viable commercial district can only exist if the goods and services available are appropriate to the population it serves.

Almost all successful neighborhood commercial revitalization efforts are initiated by local businessmen with a strong desire and commitment to upgrade their businesses, properties, and neighborhoods. Because revitalization of an entire commercial district requires diligence and cooperation of all merchants and property owners sustained over a long period of time, a strong merchants' association is essential. The City should provide businessmen who have exhibited a strong commitment to upgrade their areas with assistance in organizing or strengthening their merchants' association and preparing and carrying out their improvements.

For its part, the City should provide the physical improvements and public services necessary to ensure confidence in local investors. These include police and fire protection, adequate maintenance of streets, sidewalks and sanitation services, as well as proper enforcement of zoning, health, and building codes to ensure the health and safety of merchants, residents, and shoppers. Capital improvements should be made as required, including lighting, street furnishings, public spaces, and mini-parks. Traffic circulation, transit, and parking availability should be managed to allow maximum accessibility to the retail corridor with a minimum of congestion and disruption to the neighborhood.

Community development corporations can also assist in revitalization efforts by providing employment and community services to local residents through community-owned local business enterprises. Encouragement and assistance should be given to organizations having the potential of successfully carrying out local economic development projects.

Efforts to upgrade neighborhood commercial districts should occur in conjunction with efforts to improve the quality of the surrounding community, with respect to physical condition of the housing stock, recreation and open space, and delivery of services.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 7

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCA- TIONAL SERVICES.

San Francisco has long been recognized as a regional center for governmental, educational, and health services. As the Bay Area population outside San Francisco has required additional governmental and educational services, San Francisco's relative share of regional employment growth in this sector has diminished somewhat. However, San Francisco retains its preeminence as a regional center for state and federal governmental functions and for medical services. These services are projected to be among the fastest growing employment sectors of the San Francisco economy in future years. New employment opportunities are expected to be available at all occupational levels, from highly skilled professional positions to semi-skilled service positions due to improved technology and expanded federal funding.

During the last decade the delivery capability of medical services has increased significantly. Newly emerging medical centers and clinics have clustered around hospital facilities which are expanding themselves. Educational institutions located in residential areas have also experienced significant growth in recent years in response to changing social and educational values of contemporary students. As the institutions expanded curricula and physical facilities to accommodate larger enrollments and changing educational demands, adjacent residential areas in the city have begun to feel the impact of more intensely utilized school sites.

Because governmental, health and educational services provide valuable services to residents and constitute a significant share of employment opportunities to local residents, it is important to preserve the vitality of this sector. However, future growth must be managed to achieve equitable distribution of benefits to all geographical and cultural sub-populations of the city and to minimize associated adverse effects on surrounding areas.

POLICY 1

Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

In a manner similar to other economic functions such as office uses and institutions, physical proximity of various governmental activities is important to the efficient functioning of daily activities of related agencies. The city should strengthen the locational advantages of this clustering of governmental services by insuring provision of an adequate amount of space in the Civic Center area to serve this function without endangering surrounding residential areas.

Governmental activities also serve as an important resource for employment opportunities, particularly for men and women with entry level clerical skills. Individuals working for governmental agencies in and around the Civic Center can avail themselves of excellent transit service to the Center, lessening the need to utilize automobiles. The Civic Center is also near areas of high unemployment.

POLICY 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

The continued, controlled expansion of educational and medical institutions is important to the city in the provision of valuable and needed services to residents and employment opportunities. Medical care and hospitals are important in neighborhoods which would otherwise be relatively isolated from treatment facilities. Evening and adult schools provide possibilities for working individuals to extend their vocational or casual interests. These institutions also provide extensive employment opportunities and training opportunities. Institutional growth is also anticipated to create many new jobs for residents in areas of the city other than downtown.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings tend to be larger in scale and more

intensely used than residential buildings which often surround them. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the city should continue its policy of reviewing expansion plans. This review examines the needs of adjacent resident areas for housing, on-street parking and safe, quiet streets as well as the needs of the institution. Educational and medical institutions are required to develop and submit master plans to the city prior to any specific expansion request. Such master plans define long-term and short-range development plans of the institution. The early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

San Francisco has a well developed public health care delivery system with well staffed and equipped public and private hospitals. Unfortunately, the clustering of many of these major facilities in relatively few areas creates problems in the adjacent residential neighborhoods. This clustering also serves to limit access of residents in other parts of the City to the health care and employment opportunities which these large institutions offer. Similar distribution and accessibility problems exist with respect to educational and job training institutions.

The city should actively encourage the decentralization of major institutional facilities to other areas of San Francisco, particularly those presently without adequate services. Vacated school sites and facilities should be examined as a potential expansion resource. There also exist areas of underutilized land in the city in which the physical impact of institutional development would be acceptable and might even provide the necessary impetus for desired new community development.

VISTOR TRADE

OBJECTIVE 8

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

Recognition of San Francisco as a center for tourism and visitor trade extends throughout California, the United States, and the world. The city serves as a major West Coast destination for travelers who come to enjoy sight-seeing, to attend national conventions, or to complete business transactions.

Visitor trade constitutes an important economic base for San Francisco and is responsible for employing, directly and indirectly, more residents than any other economic sector. It generates substantial revenues in many related economic areas including transportation, general merchandising, eating and drinking places, food stores, other retail trade, motor vehicles and service stations, personal services, and entertainment and recreation. By far the largest expense for visitors is hotels or motels, followed by restaurants and retail sales.

Such spending is important, for it stems from sources outside the Bay Area, and thus provides a substantial input of new dollars to the local economy. The expenditure of these new dollars in the local economy has a powerful effect in generating additional spending by local merchants and, in turn, generates higher personal incomes for resident owners and employees of visitor trade facilities. Tourist demand also has the effect of expanding the availability and selection of local goods and services.

In addition to providing the city with added revenues, visitor trade provides significant employment opportunities to San Francisco residents in the service occupations. Many of these jobs can be filled by low and semi-skilled workers who may have limited employability in other employment sectors.

While the economic benefits of visitor trade are felt in the employment and earnings sectors of the economy, certain adverse impacts are also related to tourism. Among these are added density and congestion in some parts of the city; strains on parking, mass transit, and other important municipal services. The most obvious negative aspect of increased tourist activity is increased

pedestrian and vehicle congestion at points of interest. This not only reduces local residents' ability to enjoy the event, but may ultimately limit the attractiveness to out-of-town visitors. If congestion spills over into the surrounding residential or commercial business areas, the mobility in and quality of these areas is impaired. Also, in certain commercial areas, efforts to cater to visitors' tastes have altered the mix of goods and services offered to the extent that local demands are no longer met. In instances, the quality of merchandise and services has also declined. There are, therefore, a number of tourism related impacts that may negate the economic and employment benefits of tourism.

POLICY 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

While growth in tourism provides San Francisco with economic and employment benefits, unchecked expansion of the tourist industry can have negative implications for the quality of the city's neighborhoods, and for certain sectors of the economy.

It is therefore important to weigh both the costs and benefits of each specific proposal to expand or promote visitor trade. Activities should be designed and controls should be provided to minimize adverse impacts on surrounding residential, commercial, and industrial activities. The various activities comprising the visitor trade industry naturally tend to locate in geographical proximity to one another just as in other sectors of the economy. This natural tendency should be encouraged for several reasons. San Francisco's attractiveness to the visitor is enhanced by its compact, urban form which allows the visitor to move easily from hotel accommodations and restaurants to convention facilities, sight-seeing interest, business appointments, and entertainment. In addition, the geographical proximity of visitor attractions to one another lessens the need for automobile or transit trips, and provides the least additional

strain on the city's public transportation system. Finally, the location of visitor related activities within established activity areas may reduce the potential for tourism's negatively associated impacts upon the quality of the city's residential neighborhoods.

Therefore, the city should encourage additional visitor oriented facilities to locate in those areas where visitor attractions and business and convention facilities are at the present time primarily concentrated.

POLICY 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

Encouraging greater use of neighborhood commercial districts by visitors can be an effective way of providing economic stimulus to such areas and of spreading the benefits as well as impacts of tourism. Care must be taken, however, to avoid situations where the tourist appeal drives out neighborhood services and creates major problems for adjacent residential areas.

POLICY 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

Public services such as transit, and visitor information, benches and restrooms, as well as police, fire, and street cleaning, are especially important at areas of particular visitor attraction. Provision of high quality services is one direct method the city can employ to promote visitor trade in San Francisco. Where appropriate, additional public facilities designed to serve expanding visitor trade should be provided. The anticipated development of the Exhibit Hall in Yerba Buena Center will greatly increase the impact of visitors and conventioners within the downtown area. Care should be taken to assure this increased activity is adequately accommodated with existing and planned public service systems.

RECREATION & OPEN SPACE
RECREATION & OPEN SPACE



AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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PROGRAMS FOR IMPLEMENTING
THE RECREATION AND OPEN SPACE ELEMENT
OF THE MASTER PLAN

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RECREATION AND OPEN SPACE

Programs for Implementaing the Recreation and Open Space Element of the Master Plan

Adopted July 9, 1987

City and County of San Francisco Department of City Planning

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Introduction

The purpose of this study is to investigate the effects of various factors on the performance of a system. The factors being studied are: 1) the type of input data, 2) the type of processing algorithm, and 3) the type of output format. The results of the study will be presented in a series of tables and graphs.

Methodology

The methodology used in this study is based on a series of experiments. In each experiment, a different combination of the three factors is used. The results of each experiment are then compared to the results of the other experiments. This allows us to determine the relative importance of each factor and how they interact with each other.

Results

The results of the study are presented in a series of tables and graphs. The tables show the raw data from each experiment, while the graphs show the results in a more visual format. The graphs show that the type of input data has a significant effect on the performance of the system, while the type of processing algorithm and the type of output format have a less significant effect.

Preface

The Recreation and Open Space Programs report is a companion document to the Recreation and Open Space Element of the Master Plan. The programs are proposed to implement the Recreation and Open Space Element.

The Programs Report identifies actions to achieve the objectives and policies of the Master Plan at Regional, Citywide, Shoreline, and Neighborhood levels. Specific actions to implement open space policies in the downtown district are contained in The Downtown Plan, and the City Planning Code.

This report is expected to form the basis for future actions to acquire land for recreation and open space uses, and to carry out other needed recreation and open space improvements throughout the City.

The Programs report is short range in nature and is intended to be updated periodically. Many specified items will be completed in a short period, some may need to be deleted, and others may need to be added. The Program report, as it is periodically revised in light of changing conditions, will thus continue to form the framework and principal basis for implementing the Recreation and Open Space element of the Master Plan of San Francisco.

In the text that follows, the Recreation and Open Space Element's Objectives and Policies are stated, followed by proposed implementing programs and actions. In several instances, policies are grouped together, when a single program would implement them.

REGIONAL PROGRAMS

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG RANGE NEEDS OF THE BAY REGION.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

This policy will be carried out through the City's representatives on regional planning bodies such as the Bay Conservation and Development Commission (BCDC), Association of Bay Area Governments (ABAG), Metropolitan Transportation Commission (MTC), and through contact with regional and state bodies such as the California Coastal Commission (CCC), and State Coastal Conservancy (SCC). As these agencies and bodies adopt plans and programs, the Department of City Planning will review them for consistency with the City's objectives and policies and seek appropriate changes if necessary.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreation uses.

The Department of City Planning will work with the Water Department to identify lands no longer needed for watershed protection which are valuable recreation resources and investigate opportunities for increased public use for recreation purposes.

The Department of City Planning will encourage the Public Utilities Commission to establish a broadly

based task force staffed by Water Department staff to investigate and recommend ways to provide additional public access to regional open space lands under Water Department jurisdiction. The Water Department should develop a management plan for watershed lands, which should include a public access component. Specific requests for public access to the watershed could be reviewed by the task force.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

San Francisco's MUNI provides direct bus service to GGNRA's Fort Cronkite in Marin County hourly on Sundays. However, few other transit lines provide service to regional parks from San Francisco. Within the City, MUNI already provides excellent service to the GGNRA. The Department of City Planning will encourage MUNI and other public transit systems to provide service to other regional parks where there is a demand.

BICYCLES AND TRANSIT

The Department of City Planning will work with MUNI to determine the feasibility of establishing a pilot project for the provision of bicycle racks on MUNI line #76 which directly services GGNRA's Fort Cronkite in Marin County from the City. Provision of bicycle racks on MUNI line #76 would provide recreational bicyclists with better access to the GGNRA in Marin. If the project is undertaken and proves successful, the Department will identify other bus routes linking regional parks for possible program extension.

REGIONAL TRAILS

As part of Citywide Policy 8, the City Planning Department will identify a recreation trail route in the City. The trail through the City will link up with regional trails at Marin and San Mateo county lines.

POLICY 4

Coordinate with existing regional Park Districts, open space agencies, private sector and nonprofit institutions to acquire and manage open space lands.

The Planning Commission will support and encourage agencies to secure additional land for open space. This would be particularly valuable in portions of Marin, Sonoma, Napa, Contra Costa, Alameda, Santa Clara and San Mateo Counties which are experiencing significant development pressures. In addition to public sector agencies, there are a number of private institutions, such as the Trust for Public Land, that may assist public agencies and non-profit land trusts working to protect regional open space lands. The Department will cooperate with them to acquire and protect additional open space.



CITYWIDE PROGRAMS

OBJECTIVE

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces and recreation facilities throughout the City.

POLICY 7

Acquire additional open space for public use.

Map 4 in the Recreation and Open Space Element identifies specific open space sites and general areas for acquisition. This map will be used by the Recreation and Park Commission and the Open space Advisory Committee in determining which properties to acquire. Where only the general areas are identified, further study will be required to ascertain which specific parcels would make the best sites for open space use. Properties will be acquired with monies accumulated in the San Francisco Open Space Acquisition and Park Renovation Fund.

In two of the general sites identified in Map 4, Sunset Reservoir and Balboa Reservoir, open space can be provided on publicly owned land. The Department of City Planning will work with the Water Department to reserve and develop portions of these sites as open space.

The Recreation and Park Department may be reluctant to assume maintenance responsibility for new parkland because of the shortage of maintenance funds. This problem should not stand in the way of the City's

acquiring open space sites, however, or of its accepting areas which might be donated. If additional funds are not allocated to the Recreation and Park Department to manage new sites, they should nevertheless be acquired by the City and simply held by the Real Estate Department until the Recreation and Park Department is able to manage them.

POLICY 2

Preserve existing public open space.

The City Planning Department reviews proposals to sell City-owned land identified in the Master Plan as open space. From time to time, the Department has received proposals to develop parks and playgrounds with recreational and non-recreational uses. This policy will be implemented in reviewing such proposals.



POLICY 3

Preserve sunlight in public open space.

A recent charter amendment (Proposition K) protects the solar access to open space under the jurisdiction of the Recreation and Park Commission. The Department of City Planning is developing a program to evaluate the impact of shadows on these properties. Thereafter, the City Planning Commission and the Recreation and Park Commission will develop criteria on significance of shadow impact for each subject property.

The Department of City Planning will require developers of buildings greater than 40 feet in height to perform a shadow analysis indicating any shadowing of protected property from between one hour after sunrise to one hour before sunset. The shadow impacts of each proposed building will be evaluated against these criteria. The Department of City Planning will grant permits only to buildings that do not significantly impact the protected property.

POLICY 4

Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open space.

Great Highway

This policy was used in formulating the plan for the redesign of the Great Highway which borders Golden Gate Park. The capacity of the road is proposed to be reduced to correspond with its recreational function. It will be narrowed to a four lane divided roadway within the existing right-of-way. Signalized pedestrian crosswalks to the beach will be provided every second block. The Clean Water Program will implement the plans for this area.

In addition, this policy will be used in formulating other plans in the future. For example, this policy will be used in developing a Master Plan for Golden Gate Park.

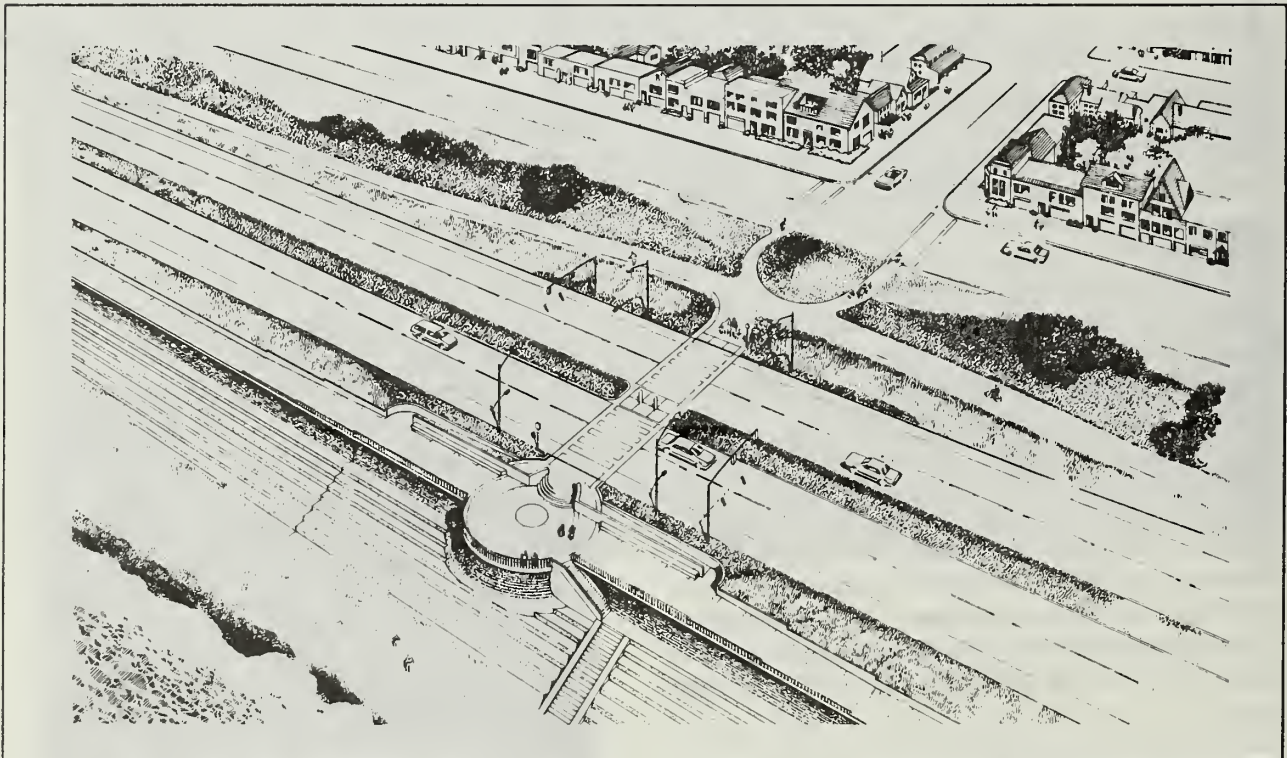


Figure 1. Artist's Rendering, the Great Highway, Seawall, Promenade, and Recreation Trail.
Source: San Francisco Clean Water Program.

POLICY 5

Preserve the open space and natural character of the Presidio.

This policy will be carried out through the Memorandum of Understanding, portions of which are quoted below, under which the Planning Commission reviews development proposals in the Presidio. It will also be used in working with the Army and National Park Service in the development of a Master Plan for the Presidio. In addition, Map 3 in the Recreation and Open Space Element identifies two areas which the Army should transfer to the GGNRA.

EXCERPTS FROM THE MEMORANDUM OF UNDERSTANDING

- I. The intent of this memorandum of understanding is to foster a harmonious relationship between the City and County of San Francisco (hereafter City) and the Presidio of San Francisco (hereafter Presidio), so that both the City and the Presidio will have information regarding master planning, construction, and real estate utilization in those areas of common concern.
- II. The Army has long practiced conservation of the Presidio's natural resources. As a result, the Presidio of San Francisco was designated a registered National Historic Landmark, a tribute to the history of the West, handed down to all the people of the United States of America from the Kings of Spain.
- III. The City and County of San Francisco is dedicated to the conservation of the last remaining open spaces and to the retention of the panoramic vistas of the magnificent Bay of San Francisco. In order to seek mutual objectives, satisfy common concerns, and protect the natural aesthetics of the Presidio and surrounding areas for enjoyment by all people of the United States, a mutual understanding of master plans for development of common concern areas will act to benefit both parties.
- IV. To this end such a Master Plan includes but is not limited to the following:
 1. Areas of existing major trees that should remain.

2. Areas that should remain as open space.
 3. Areas with significant vistas.
 4. Location of major thoroughfares and/or parkway systems.
 5. Placement of other transportation and/or land use facilities.
- V. This memorandum does not confer or surrender any authority beyond that already possessed by each party concerned. With this in mind, the parties of this memorandum agree that:
1. For the City, the Director of City Planning Department shall be the responsible designee.
 2. For the Presidio, the installation Commander shall be the responsible designee.
 3. The San Francisco Department of City Planning will advise the Presidio designee in writing of all matters coming to that Department's attention concerning master planning, construction, and real property utilization, which may have impact upon the Presidio.
- The Presidio designee will review these matters reported by the City, and will advise the City designee in writing as to the conformance of such development with the master plan of the Presidio of San Francisco.
4. The Presidio will advise the City designee in writing of all matters concerning master planning, construction, and real property utilization initiated on the Presidio which may have impact upon the City. The City Planning Commission will review such proposals and advise the Presidio in writing as to the conformance of such development with the Master Plan of San Francisco.

The American Society of Landscape Architects, ASLA, has engaged in a Community Assistant Team, ("CAT") project, focusing on the Presidio. The CAT provides an

assessment of the natural, historic, visual, and cultural features of the Presidio. This information provides a comprehensive database on these important resources; prior to the CAT, this information had not been readily available.

The CAT database provides an information base from which planning decisions can be made, regarding land use, and development of the Presidio land, recreation, visual and historic resources. The Department of City Planning, the Department of Army, and the GGNRA will use the CAT database to formulate a Master Plan for the Presidio which protects the natural, historic and cultural values of the Presidio, while providing guidelines for necessary development.

POLICY 6

Make open spaces accessible to people with special needs.

Accessibility to the disabled in parks and recreation facilities is required in all new construction. Existing facilities which do not meet accessibility standards will be programmed for improvements by the Recreation and Parks Commission as funds become available.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods, and ties into the regional hiking trail system.

The Department of City Planning will prepare a plan for the trail, in cooperation with agencies and entities owning the land with input from neighborhood groups as well as bicycling, hiking, park and environmental organizations. The Department will work with other City agencies to procure funding for any required land or right-of-way acquisition, trail development, and continued maintenance.

POLICY 9

Expand and effectively manage the urban forest resource in city parks, public open space, and on city streets. Develop a reforestation program that will result in a healthy and beautiful uneven-aged forest.

The Recreation and Park Department, and the Department of Public Works, Division of Urban Forestry, are the two City agencies with the most direct responsibility for managing the urban forest. The Recreation and Park Department plants and maintains trees and other vegetation in the parkland throughout the City. The Department is involved in reforestation programs in several of the older city parks, including Golden Gate Park.

The Department of Public Works Division of Urban Forestry is responsible for maintaining trees on several major City thoroughfares, such as Market Street, and Van Ness Avenue. The Department of City Planning will encourage these departments to expand their current efforts into a citywide reforestation program.

An urban tree task force, appointed by the Mayor, proposed a new city ordinance on the urban forest. Ordinance #318-86, which became law on August 5, 1986, calls for an inventory of street trees, and development of a master plan to guide planting, maintenance, and reforestation of street trees. The ordinance also calls for a tree planting program and establishes a Citizen Tree Board to assist in implementing the ordinance. The Department of City Planning will support implementation of this ordinance, and will be represented on the Tree Board in an ex-officio capacity.

POLICY 10

Develop and implement a Master Plan for Golden Gate Park.

The Recreation and Park Department will complete preparation of a Master Plan for Golden Gate Park, to guide continued conservation and stewardship of Golden Gate Park's valuable open space and resources.

The Recreation and Park Department has already adopted the Forest Management and Circulation elements of the Master Plan. The adopted elements should be reviewed and evaluated periodically to assure that intended objectives are being addressed and implemented properly.

The Recreation and Park Commission should consider establishing a separate Golden Gate Park public advisory committee, supported by professional staff consisting of planners, landscape architects, recreation specialists, horticulturists, park historians, and concerned public, to complete preparation of the Master Plan.

TABLE 1. Residential Open Space Requirements

ZONING DISTRICT	LOT SIZE REQUIREMENTS	DENSITY	YARD REQUIREMENTS		
			SIDE YARD	REAR YARD (CORNER)	USABLE OPEN SPACE REQUIREMENT
RH-1(D)	4000 sq. ft. Minimum area	1 DU/4000 sq.ft.	3'-5'	25% (15'Min)	300 sq. ft. per unit
RH-1	2500 sq. ft. Minimum area	1 DU/2500 sq.ft.	NA	25% (15'Min)	300 sq. ft. per unit
RH-1(S)	2500 sq. ft. Minimum area	1 DU/2500 sq.ft. Same as RH-1	NA	25% (15'Min)	300 sq. ft. per unit 100 sq. ft. per minor second unit
RH-2	2500 sq. ft. Minimum area	2 DU/2500 sq.ft.	NA	45% Min. except for average	125 sq. ft. per unit
RH-3	2500 sq. ft. Minimum area	1 DU/1000 sq.ft.	NA	45% Min. except for average	100 sq.ft. per unit
RM-1	2500 sq.ft.	1 DU/800 sq.ft. lot area. Min. lot	NA	45% (15')	100 sq.ft./du
RM-2	2500 sq.ft.	1 DU/600 sq.ft. lot area. Min. lot	NA	45% (15')	80 sq.ft./du
RM-3	2500 sq.ft.	1 DU/400 sq.ft. lot area. Min. lot	NA	25% (15')	60 sq.ft./du
RM-4	2500 sq.ft.	1 DU/200 sq.ft. lot area. Min. lot	NA	25% (15')	36 sq.ft. per unit
RC-1	Min. lot 2500 sq.ft.	1 DU per 800 sq.ft. lot area.	NA	25% lot depth (15')	100 sq.ft./du
RC-2	Min. lot 2500 sq.ft.	1 DU per 600 sq.ft. lot area.	NA	25% lot depth (15')	80 sq.ft./du
RC-3	Min. lot 2500 sq.ft.	1 DU per 400 sq.ft. lot area.	NA	25% lot depth (15')	60 sq. ft.
RC-4	Min. lot 2500 sq.ft.	1 DU per 200 sq.ft. lot area.	NA	25% lot depth (15')	36 sq.ft.

*When common open space is substituted for private, it must be 1/3 greater than if all private.

Note: This table is an abbreviated summary of San Francisco Planning Code. The Code should be consulted for complete provisions.

The City should provide the necessary resources to complete the remaining Master Plan elements.

POLICY 11

Develop McLaren Park into a high quality city serving park.

A Master Plan has been prepared for the 318 acre park. The Department of City Planning will urge the Recreation and Park Commission to formally adopt the plan and to implement it, as funds become available.

POLICY 12

Expand Community Garden opportunities throughout the City.

A number of City Departments, neighborhood organizations, and private non-profit organizations, are involved in administering the approximately 64 community gardens which now exist throughout the City. Of the total, 27 are developed on land under the jurisdiction of various City agencies. They are indicated in Table 2.

City Departments should cooperate with non-profit organizations and neighborhood groups to help them maintain existing community gardens, and to minimize the cost to establish new sites. To this end, neighborhood organizations and non-profit organizations such as

the San Francisco League of Urban Gardeners (SLUG), which can demonstrate the ability to design, maintain, and administer community gardens, should work with the Department of Real Estate and other City Departments, to establish a favorable long-term leasing policy.

The City should establish a cooperative Task Force on Community Gardens, involving representatives of City Departments, interested non-profit organizations and the private sector. Using San Francisco Board of Supervisors' Resolution #230-86 as its goal, the Task Force should facilitate cooperation between City Departments and interested parties, and investigate and make recommendations on community garden program expansion, administration, and funding.

The Task Force should also establish a cooperative mechanism for city agency review of surplus vacant land and develop criteria for community garden use and development, which could underutilized city-owned parcels, and include considerations of slope, sunlight, location with regard to demand, access to water, and other necessary infrastructure.

The Recreation and Park Department should assist in the creation of community gardens on Recreation and Park Commission property. Surplus land considered appropriate for community garden use should be made available through negotiating favorable long-term lease arrangements for such lands with appropriate neighborhood groups and/or community based non-profit organizations.

TABLE 2

Community Gardens on property the jurisdiction of the City and County of San Francisco

City Agency Community	No. Community Gardens	City Agency	No. Community Gardens
Rec & Park	6	Dept. Public Works	8
Housing Authority	6	Unified School District	3*
Water Department	1	Redevelopment Agency	1
Port of San Francisco	1	Library	1
TOTAL			27

*In addition to the 3 community gardens, the SF Unified School District also maintains 18 gardens for classroom use.

SHORELINE PROGRAMS

OBJECTIVE

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

The Master Plan identifies the shoreline zone. The zone is based in part on the quantity of open space in the area, the pattern of land ownership, and on the amount of development anticipated. Within the shoreline zone, development is subject to special land use, open space, and urban design policies.

In order to apply these policies to the shoreline zone in a systematic way, the Planning Department will review all development proposals within the shoreline zone for consistency with the goals of this policy. In cases where the location of the actual shoreline is in question, the Department will require the developer to provide a survey of the site and shoreline showing the line of highest tidal action, as defined by BCDC or other coastal zone regulatory agency. If necessary, the Department should take proposals within the zone under discretionary review in order to ensure that the policies are fully applied and shoreline concerns are met in each development. The Department should also coordinate review of projects within the zone with BCDC and other appropriate agencies.

POLICY 2

Maintain and improve the quality of existing shoreline open space. Increase interagency cooperation to improve maintenance and renovation.

The City Planning Department supports the plan for recreational development of Crissy Field which has been prepared by the Golden Gate National Park Association for the GGNRA and will assist in its implementation in any way it can.

With respect to maintenance and renovation, the Department of City Planning will urge the Recreation and Park Department, Port, Mayor's Office and Board of Supervisors to increase funding for coordinated and consistent maintenance of the shoreline properties owned and managed by various city departments.



POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

Maps 5-8 in the Open Space Element identifies a potential shoreline trail corridor; it is shown here in Figure 2. The City Planning Department will prepare a detailed plan for the trail in consultation with Federal, State and local agencies which have jurisdiction over portions of the trail route. The plan will identify a specific route, and trailside improvements, and will investigate potential sources of funds for development and maintenance. The Department will work with the State Coastal Conservancy, which has expressed interest in working with the City, to create the trail to improve shoreline access.

At some appropriate time after further development of waterfront open space, the Department of City Planning

will investigate the potential to establish a recreational Water Taxi service linking shoreline open spaces, commercial recreation developments such as Pier 39, and the shoreline trail. The Department will prepare a plan indicating potential routes and service destinations. The study will identify regulatory considerations, identify mechanisms for potential public and private sector involvement, and the potential cost of service.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

Implementation of this policy requires a number of actions:

The San Francisco Chapter of the American Institute of Architects (AIA) has developed a master plan to guide

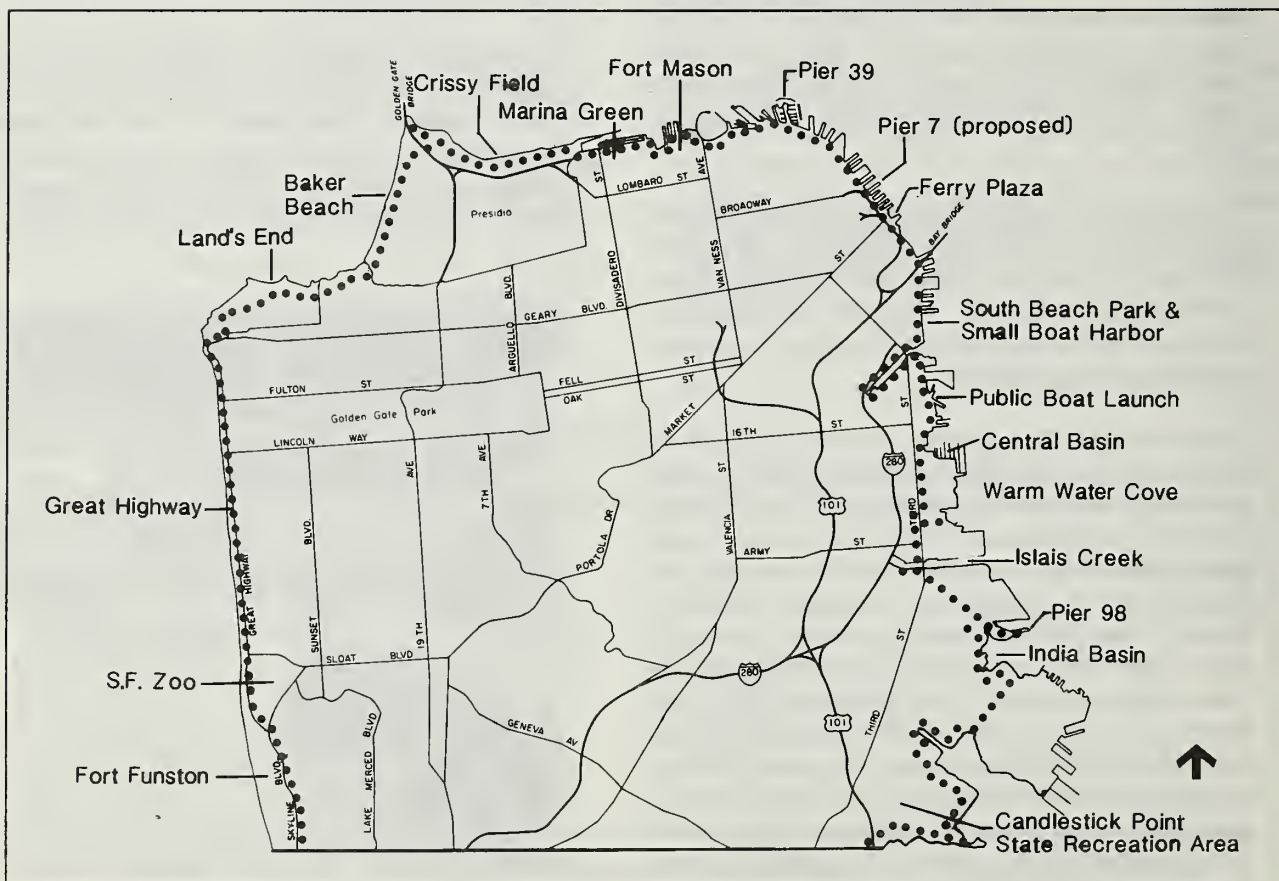


Figure 2. Shoreline Trail Corridor

..... Proposed Shoreline Trail Corridor

redevelopment of the Embarcadero corridor. The Plan includes recommendations for physical improvements to the corridor, and provision for a pedestrian promenade along the shoreline, street furniture, street trees, and other vegetation. The Department of City Planning will work with the AIA and other appropriate public and private agencies to carry out the intent of the plan.

In addition, various open space proposals will be carried out as indicated elsewhere in this document.

POLICY 5

Provide new public open spaces along the shoreline

Opportunities for new parks and urban open space exist primarily on San Francisco's northeastern and eastern shorelines. These opportunities are shown on the plan maps, and some are discussed in more detail on the following pages. The sites vary a great deal. Most of them are under the jurisdiction of the Port Commission, others are privately owned. Conversion of these sites to recreational use will depend on a number of factors such as the continued use of properties for maritime activities, availability of funds, and community support.

On the Northeastern and Eastern Shoreline, the Port could work toward improving and expanding the public shoreline by creating an open space "mitigation bank" that could be bought into by developers of Port property who are required to mitigate waterfront development by creating a public shoreline on site or in the area.

The following program statements are intended to show the kinds of recreational development that the Department of City Planning and other city agencies will be working to undertake when funds for acquisition development or renovation are available.

The Olympic Club

The City should acquire this property as open space if golf course is discontinued.

The Great Highway

The City is seeking Federal and State funding for the transportation, shoreline stabilization, and recreation aspects of the Master Plan for the Great Highway. The seawall, to be constructed along highly eroding portions of the beach, will be funded out of the City's Capital Improvement Program.

Sutro Heights Park

The Department of City Planning supports acquisition of the 3.3 acre parcel between Balboa, La Playa and the Great Highway with Federal funds and incorporation into of the property into the GGNRA.

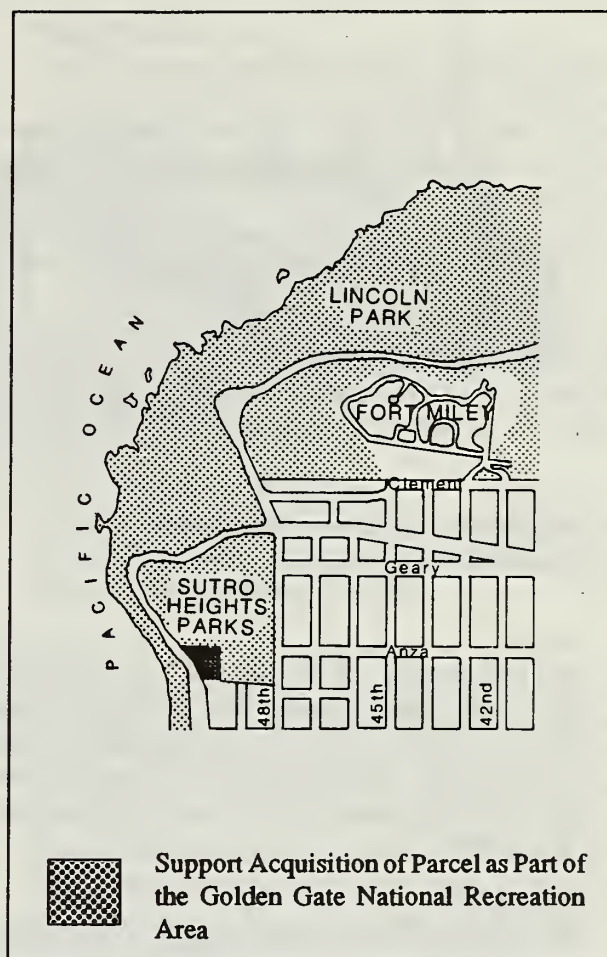


Figure 3. Proposed Sutro Heights Park Extension.

Pier 45

Open space will be provided on Pier 45 as part of its redevelopment. The Department of City Planning will review the plans submitted by the developer of this Pier to ensure that suitable open space is included in the redevelopment plans.

Piers 9-35

Overlook areas between piers will be improved for public access and to provide views of waterfront activities. Visual access to the water should not be restricted by storage of trash containers or non cargo materials at overlooks. The Department of City Planning will work with the Port to prepare and implement plans for overlook areas.



Figure 4. Artists Rendering, Pier 7.

Source: ROMA Architects.

Pier 7

The Port and Recreation and Park Department have developed a plan for development of Pier 7 as a public open space pier. Construction is scheduled to commence in 1987. The development is being financed in part with Open Space Acquisition and Park Renovation Fund monies.

Ferry Plaza

The proposed Ferry Building project, now terminated by the Port, included the provision of various types of open spaces which would have significantly enhanced public access to this part of the waterfront. The Department of City Planning will review any new proposals for this area to insure that comparable open space is provided.

Rincon Point and South Beach Parks

The 4.8 acre Rincon Point park at the base of Folsom Street, and 6.8 acre South Beach park at the end of Second Street, are to be developed as part of the Rincon Point-South Beach Redevelopment Area. The San Francisco Redevelopment agency is responsible for completing and implementing plans for the two new parks.

A portion of the South Beach park is being installed now as part of the development of the small boat harbor. The

balance of this park will be developed in 1989. The harbor is being financed through the State boat harbor stock bond issue. Current plans call for the park to be developed with the City financed revenue bonds.

In addition, the Hills Brothers project, across the street from the proposed park, will contribute \$750,000 toward the development of the park. Planning and design of the Rincon Point park has not started but is expected to begin in 1988.



Figure 5. South Beach Park and Small Boat Harbor.

Source: S.F.R.A.

China Basin

A plan for development of open space at China Basin is being developed as part of the planning of the Mission Bay planning project. Implementation of the plan will be the subject of a development agreement between the City and Santa Fe Pacific Realty Company.

Mission Rock Boat Launch

Improvements to the Pier 54 Public Boat Ramp area should be made by the Port. Informational signing should be installed and the improvements made to the boat ramp. Should this area be required for Port development, a boat ramp should be installed at another location with improved facilities for boat launching and adequate parking for trailers. The City should consult the California Department of Boating and Waterways to determine if funds are available for improvements or construction of a new public boat launch ramp.

Central Basin

Several sections along the shoreline between China Basin Channel and the Hunters Point Shipyard are not currently in active maritime use and their future use is uncertain. The Central Waterfront Plan envisioned expansion of Warm Water Cove into an 8 acre park and Agua Vista Park into a 12-acre park. However, public funds to acquire these enlarged areas have not been forthcoming. Furthermore it is not clear to what extent these specific proposals are still compatible with the need for space for maritime activities.

The Port of San Francisco is considering a revision in its plans for expansion of its container facilities. The area between Piers 70 and 80 would be substituted for the planned expansion at Piers 48 to 54. This would enable

the Port to consolidate all of its container facilities in one location. This exchange would open up the Central Waterfront in the Pier 48-54 area for extensive development of parks, playfields, and open spaces. This issue is being addressed as part of the plans for Mission Bay.

Warm Water Cove

Park development at Warm Water Cove should occur in several stages. First stage improvements will be general cleanup of the site by the Port, which owns the property. Old tires, concrete rubble and debris will be removed from the shoreline and it will be stabilized. In addition, the existing landscaping, fishing pier and other improvements will be consistently maintained.

The privately owned site at the southwest corner of the shoreline should be acquired when the current use terminates, to enlarge the waterfront park and provide picnic areas, and other uses compatible with the shoreline park.

If it is determined that this area is needed for Port maritime expansion, this park will be replaced somewhere else on the eastern shoreline.

Pier 98

The Port proposes to develop about eleven acres of public open space at Pier 98 as part of its container terminal modernization program at its terminals north and south of Islais Creek. The Department of City Planning will work with the Port to carry out the Master Plan policy for this area. A plan for Pier 98 will include a trail system, seating areas, and wildlife observation areas. Marsh and tidal mudflat areas will be protected and enhanced to improve wildlife habitat.

India Basin

A proposal to develop a major park has been in the City's Master Plan since the South Bayshore Plan was adopted in 1970. Recently, the owner of part of the property at East India Basin, outlined for the park, has indicated an intent to subdivide the property and develop an industrial park. The owner has agreed to deed the shoreline land strip to the City for open space. The Recreation and Park Commission has indicated that it does not wish to acquire all of the site but does wish to accept the donation of the shoreline land for development as a public park and shoreline trail. Open Space Acquisition and Park

Renovation Fund monies will be used to develop the property. The Department of City Planning will review all development of the areas inland of the shoreline park to assure its compatibility with the bay front open space.

The existing boatyard uses west of the shoreline park should be maintained. At West India Basin, additional properties shown below should be acquired to extend the shoreline park around the basin to the PG&E property and to Pier 98. The Department of City Planning will work with the Recreation and Park Department and the Open Space Acquisition and Park Renovation Citizen's Advisory Committee to this end.

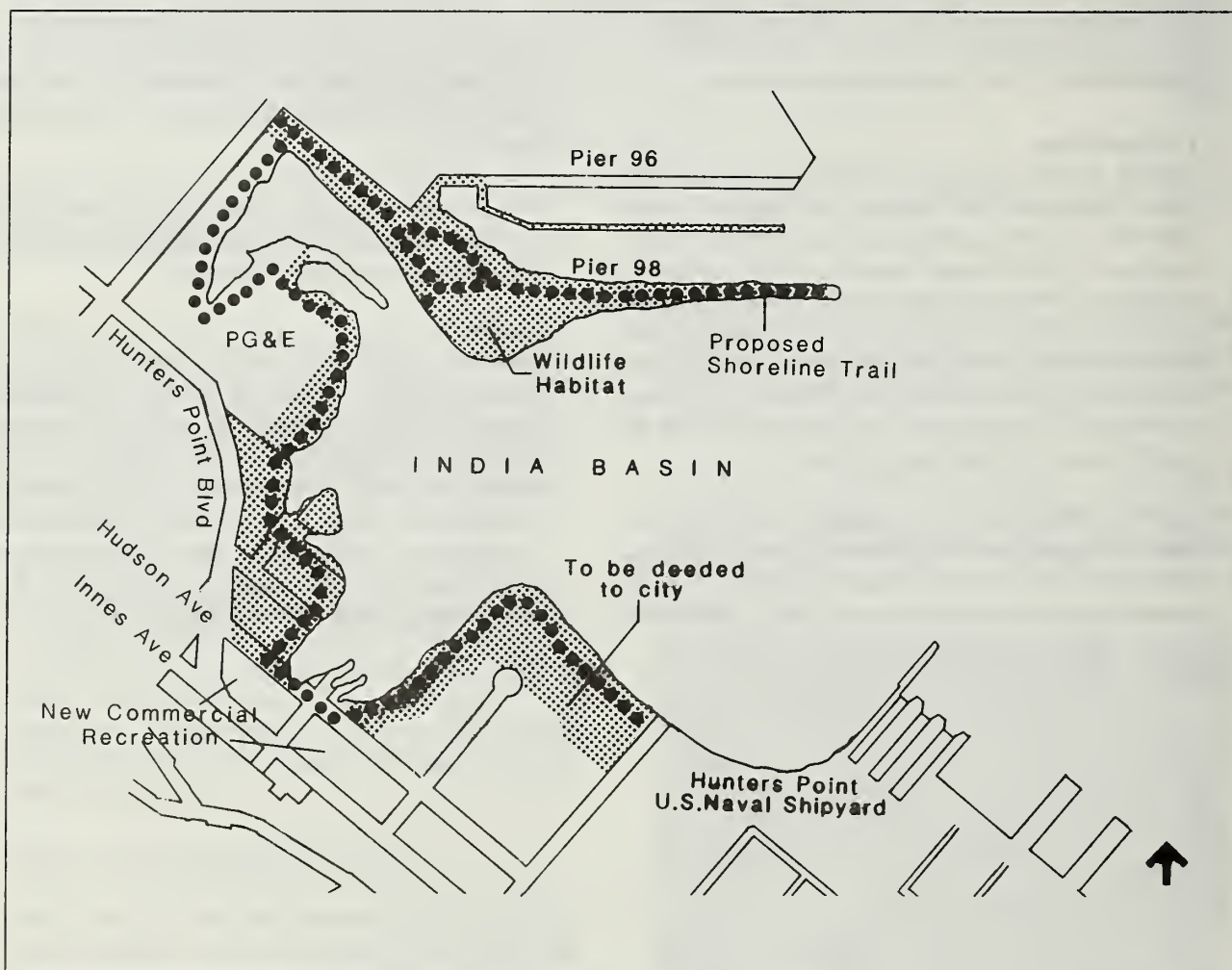


Figure 6. India Basin Shoreline Park and Recreation Area.

NEIGHBORHOOD OPEN SPACE

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1

Make better use of existing facilities.

Implementation of this policy as it relates to maintenance and staff calls for adequate funding of the Recreation and Park Department budget by the Mayor and Board of Supervisors.

The cost of maintaining the City's parks and recreation facilities continues to grow as existing facilities age and also as new ones are added to the system. The City should provide the funds necessary to maintain Recreation and Park Department facilities at adequate levels. Inadequate funding results in added costs for deferred maintenance, and contributes to higher expenditures for facility renovation.

POLICY 2

Maximize joint use of other properties and facilities.

Many City departments, including the Port, DPW, MUNI and Water departments own land and facilities which, although originally acquired or developed for non recreational purposes, have become important city-wide and neighborhood recreational resources. The Department of City Planning will work with other City agencies and identify city-owned property that may have recreational values.

A comprehensive study of potential alleyway development in Chinatown has been developed by the China-

town Neighborhood Resource Center. The study, entitled *Chinatown Alleyways: Their Potential Their Future*, identifies a system of alleyways and potential improvements which include improved street and sidewalk pavement, trees and vegetation, better lighting, and seating areas. Five alleys, Ross, Hang Ah, Spoford, St. Louis, and Trenton, have been renovated according to the plan, using Community Development Block Grant funds. Approximately seven others are in the design and planning review process: Joice, Jason, Wayne, Wentworth, Walter U. Lum, Commercial, and Beckett. A total of 31 alleyways have been identified and should be improved as part of an overall system.

As neighborhood plans are prepared for other neighborhoods by the Department opportunities for alleyway improvements will be explored and developed.

This policy also calls for coordination between the Recreation and Park Department and the San Francisco Unified School District. It is carried out through the following agreement between the two agencies:

Coordination of Recreation Facilities, A Statement of Agreement between the San Francisco Unified School District and the Recreation and Park Department.

General Objectives:

1. Secure adequate funding to provide for a complete well-rounded recreation program.
2. School facilities should be made available to the fullest extent possible, for use by public and quasi-public institutions for recreation purposes.
3. Supervised recreation programs on the grounds and in the buildings of both the Unified School District and the Recreation and Park Department should be increased.

GUIDELINES FOR IMPLEMENTATION

1. A Coordinating Committee to promote cooperation and efficiencies, and to explore methods of securing community participation should be jointly established by the Superintendent of Schools and the General Manager of the Recreation and Park Department. This committee should include the Director of Athletics and Recreation of the Board of Education, the Superintendent of Recreation of the Recreation and Park Department, and such other staff members as are appropriate. Other affected City agencies such as the Department of City Planning and the San Francisco Police Department may be invited to serve in an advisory capacity. The Coordinating Committee should submit to the Superintendent of Schools and the General Manager written quarterly reports detailing efforts to improve joint cooperation.
2. Proposals relating to joint or intensified use of school and public recreation facilities should be solicited and reviewed by the Coordinating Committee, with direct inputs from, and consultation of, involved neighborhood groups and/or appropriate community institutions.
3. Both the School District and the Recreation and Park Department should delegate adequate responsibility and autonomy to recreation directors and supervisors or, in some instances, to responsible community groups to encourage responsiveness to specific aims of the community and prompt meeting of emerging needs.
4. Existing City Charter responsibilities delegated to the Recreation and Park Department and the School District should be respected by the interdepartmental cooperation program.
5. Matters relating to the use of staff, operating expenses, maintenance costs, etc., should be resolved in advance and should be included in annual departmental budget requests.
6. Facilities and space under the jurisdiction of one agency should be made available to the other agency for the benefit of the program and the community. Terms of use of facilities and space by the other agency should be calculated and reimbursed in terms of out-of-pocket costs for facility use, or some other equitable basis.
7. Exchange of staff, particularly those with specialized skills, should be encouraged wherever appropriate.
8. On a long-term basis, both agencies (Schools and Rec-Park) should work out a plan for sharing responsibilities for recreational space and facilities suitable especially for use by youth and adults. Considering the demand for these facilities by these two user groups, elementary school yards should assume a more versatile role in serving children aged 5 to 13. High school playfields and indoor facilities also should be opened to supplement public playground facilities for use by school-age adolescents with supervised programs provided by either or both of the departments.
9. These guidelines should be reviewed and revised regularly, to remain responsive to changes in community needs for recreation.

The ability to implement this agreement is, in part, dependent on the availability of funds which, given budgetary constraints, is a constant problem.

In 1986, the Board of Supervisors initiated a pilot project to reinstitute a supervised after school recreation program at several Unified School District sites. The program will provide supervised school yards and gymnasiums through July of 1987. A list of the school sites is shown in Table 2, and in Figure 7.

Tabel 2
Supervised After-School Recreation
Program at S.F.U.S.D. Facilities

School & Address	Type of Recreation Facility Available
Bessie Charmichael 55 Sherman Street	School Yard
Bret Harte 1035 Gilman Avenue	Gymnasium
Hawthorne 825 Shotwell Street	School Yard
Hillcrest 810 Silver Avenue	Gymnasium
Jean Parker 840 Broadway	School Yard
Jefferson 1725 Irving Street	School Yard
Lincoln 2162-24th Avenue	Gymnasium
Luther Burbank 325 LaGrande Ave.	Gymnasium & School Yard
Paul Revere 555 Thomkins	School Yard
Redding 1421 Pine Street	School Yard
Roosevelt 460 Arguello Blvd.	Gymnasium
Visitation Valley 55 Schwerin Street	School Yard

In November, 1986, San Francisco Voters passed Proposition D, which amended Prop. J. The Proposition reallocates 12% of the annual Prop. J. fund to be used for an after school supervised recreation program. Funds for the program will be available starting in July 1987. Prop. D funds will extend the after-school recreation pilot program initiated by the Board of Supervisors, and will enable the Recreation and Park Department and the San Francisco Unified School District to coordinate personnel and staff existing San Francisco Unified School District recreational facilities. Depending on the level of staffing and program budget, up to 44 recreation sites may be opened up for use. This will provide additional recreational opportunities throughout the City that are not now available, and will complement the existing Recreation and Park Department Recreation Programs.

POLICY 3

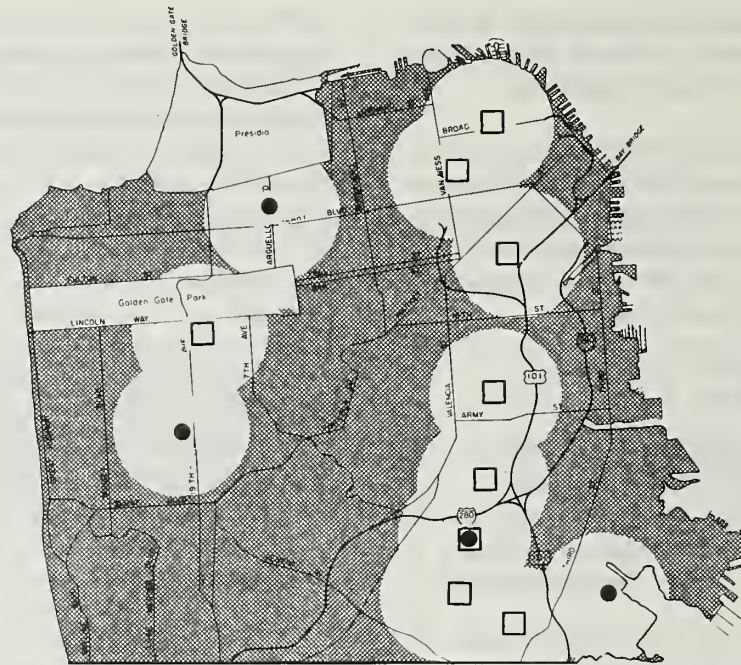
Renovate and renew the City's parks and recreation facilities and provide the necessary infrastructure, landscape elements and facilities to serve the intended users and to facilitate efficient maintenance.

Many of the City's parks and recreation facilities require renovation in order to serve the public, and, in some instances, to provide for new uses.

Typically, renovation is needed for recreation center buildings, recreation field houses, and small freestanding structures such as bathrooms. Playgrounds and play equipment also needs to be renovated and replaced periodically. Finally, landscape material at City parks, athletic fields, and public open spaces need to be renovated.

Building Renovation

Some recreation centers and field houses will need to have new equipment installed, or have facilities expanded. The structures themselves may need to be seismically upgraded, and have handicap-accessible ramps, equipment, and facilities installed. In addition, bathrooms and shower facilities, in independent structures or within larger buildings, need to have plumbing, fixtures, and lockers replaced.



San Francisco Unified School District Gyms and Schoolyards Available for Supervised After-school Recreation Programs

- Gymnasium Location
- Schoolyard Location



San Francisco Recreation and Park Department Gyms and Recreation Centers

- Gymnasium or Rec Center Location

Figure 7. Supervised Public Gymnasiums and School Play Yards

Park Infrastructure

Parks and landscaped open spaces need renovation as well. At some sites, park infrastructure needs basic improvements or replacement. This may include electrical system upgrades. It may also include renovating or replacing water supply systems, irrigation and pumping systems, as well as drainage and sewer systems.

In some cases, roads, paved pedestrian paths, stairs, and ramps may also need to be renovated, replaced, or removed.

Urban Forestry

Reforestation and more intensive landscape management will become a major, long range renovation and restoration program. This will be especially important in some of the City's older parks and squares. A reforestation program has been started in Golden Gate Park; this program will continue to be implemented by the Recreation and Park Department.

Using the Golden Gate Park Reforestation program as a model, the Recreation and Park Department will develop the scope of the program to include the older city parks and squares, planted around the turn of the century. At these parks, many dead and overmature trees are being removed, and need to be replaced.

In addition, some of the City's hilltop parks have severe soil erosion problems due to loss of tree, shrub, and ground cover. The Recreation and Park Department will establish an effective erosion control program in these parks, as an adjunct to reforestation.

Reforestation efforts are not limited to the Recreation and Park Department property. The Department of Public Works is responsible for maintaining trees on certain public streets and rights-of-way. However, the bulk of the urban forest is the responsibility of private property owners.

The Department of Public Works Division of Urban Forestry has established a citizen's advisory Tree Board to assist in its urban forestry program. The Planning Department will work with this Board to improve the City's landscape.

Playgrounds and Turf Areas

Playgrounds, and play equipment need to be renovated or replaced at a number of locations throughout the City.

In addition, the some of the outdoor tennis and basketball courts need to be resurfaced or reconstructed.

Some turf athletic fields need to be renovated. Some need to be resodded; others, to be regraded, have irrigation systems installed and be reconfigured so that they are suitable for soccer and other field sports. Turf management will be an ongoing program at the City's public golf courses.

Priorities

The Recreation and Park Department will work with its planners and on-site staff to maintain and update a list of recreation facilities, parks and public open spaces that need to be renovated. The Department will also solicit suggestions from the public at public meetings held each year.

The ability of the Department to renovate facilities will depend on the amount of funding available for this renovation each fiscal year.

With the assistance of the Open Space Acquisition and Park Renovation Advisory Committee, the Recreation and Park Department will annually prioritize the list of facilities and sites identified requiring renovation. The prioritization process will be repeated on an annual cycle.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

This policy will be implemented by the Recreation and Park Commission, with the assistance of the Citizens Advisory Committee using Open Space Acquisition and Park Renovation [Proposition J] funds.

Individuals, City agencies, and organized groups may propose sites for acquisition and development as public open space, as well as renovation and ongoing maintenance of existing public open space. Using the Master Plan as a guide, the committee advises the Recreation and Park Department on use of the Open Space Acquisition and Park Renovation Fund.

Map 9 in the Recreation and Open Space Element identifies residential areas which lack open space and also identifies priority areas. Where specific sites are

identified in the plan, these sites would be acquired using Prop J. funds. In other cases, no specific site is identified, but a general area is identified where open space improvements should be made. Here additional staff work is required to identify appropriate sites for acquisition.

POLICY 5

Require private usable outdoor open space in new residential development.

POLICY 6

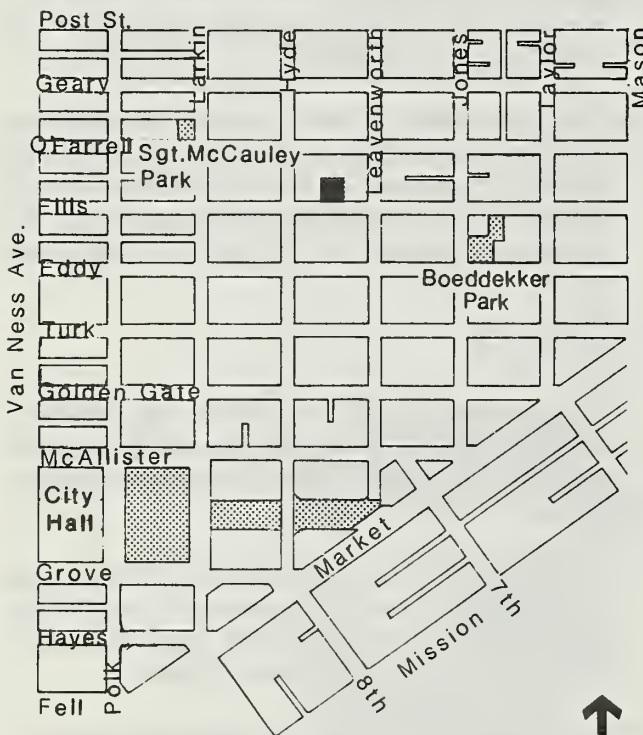
Assure the provision of adequate public open space to serve new residential development.

The Residence Element of the Master Plan identified housing opportunity areas throughout the City. Plans

have already been developed for some of these areas, namely Rincon Point-South Beach, Rincon Hill and South of Market. Provision for some open space has been included.

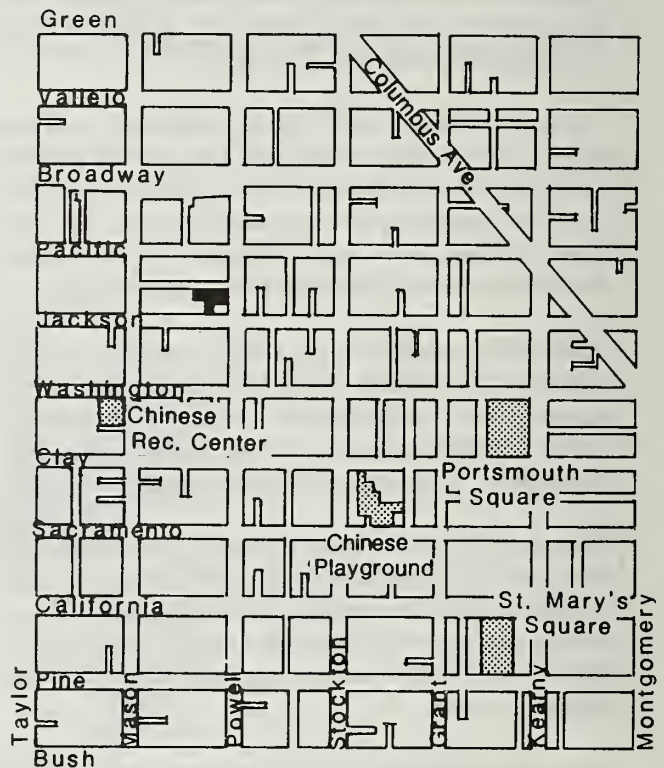
Two new shoreline parks have been planned in the Rincon Point-South Beach Redevelopment Area. These are described in the Shoreline Chapter. The area plan for Rincon Hill includes requirements for publicly accessible open space which will serve new residential development. In addition, the proposed Rincon Point Park would serve the development.

The plan for South of Market includes plans for expanded open space to serve existing and new residential development. In Mission Bay a major focus of the plan which is being prepared will be the provision of open space to serve the residential development.



■ Proposed Public Open Space
 ■ Existing Public Open Space

Figure 8. North of Market and Tenderloin Area Needing Additional Public Open Space.



■ Proposed Public Open Space
 ■ Existing Public Open Space

Figure 9. Chinatown Area Needing Additional Public Open Space.

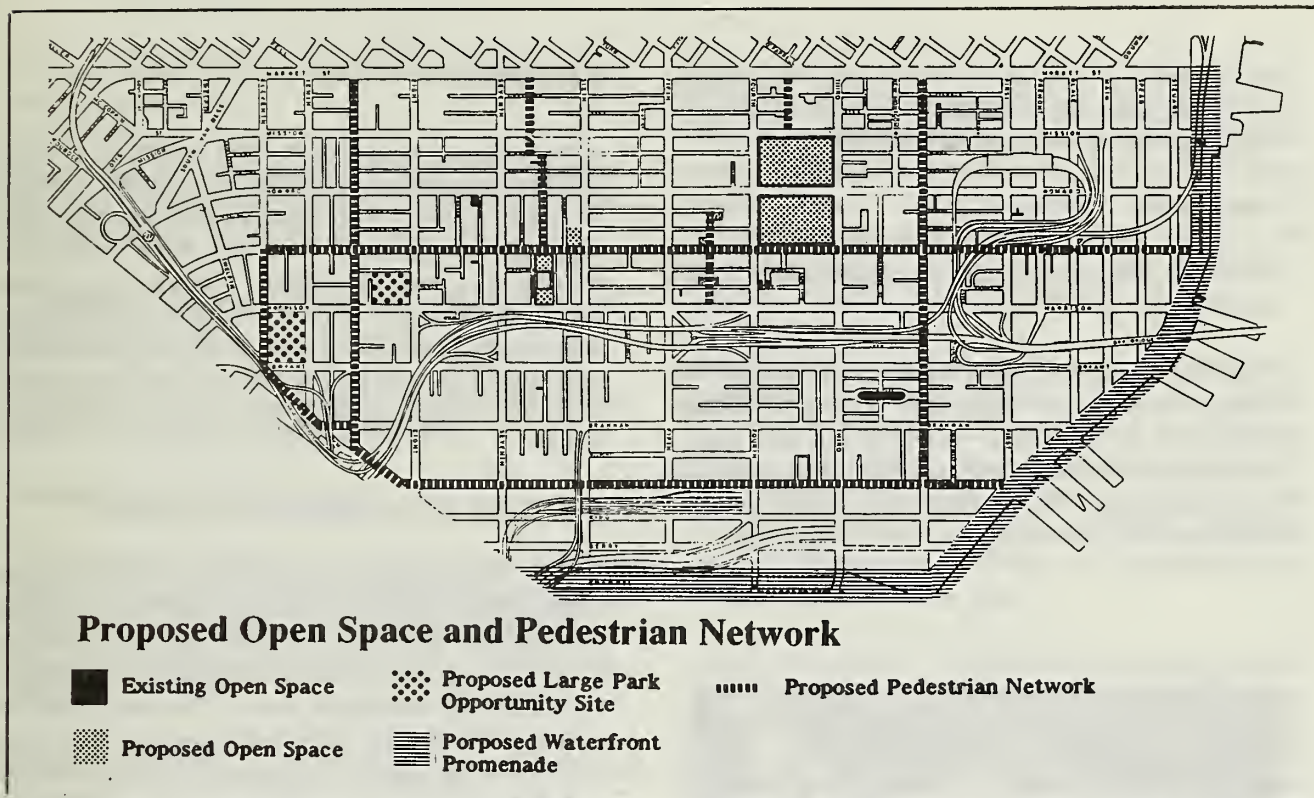


Figure 10. South of Market Proposed Plan

Source: South of Market Plan - June 1985

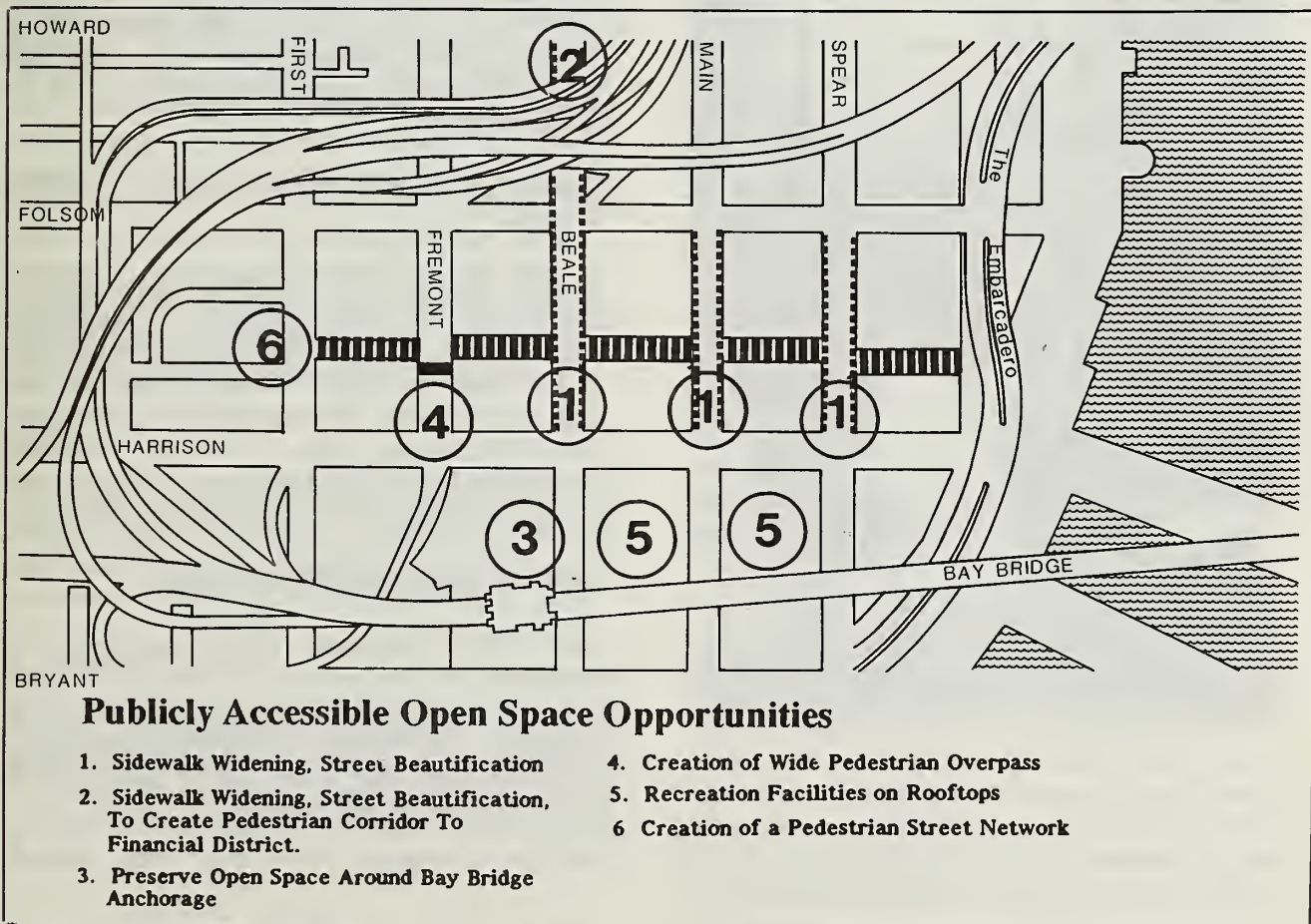


Figure 11. Rincon Hill Plan

Source: Rincon Hill Plan - June 1984

As the Planning Department continues to develop plans for housing opportunity areas, provision for open space to carry out this policy will be included.

POLICY 7

Provide open space to serve neighborhood commercial districts.

When new development is proposed in neighborhood commercial districts, the Department of City Planning will review the proposals, and in appropriate cases, encourage the inclusion of public open space as part of the development. This could include public plazas, gardens, small parks, and lively sidewalk arcades.



FUNDING

If new parks are to be acquired and developed, the City will need an aggressive program to raise funds. The City should continue to apply for all Federal and State open space grant programs to fund open space acquisition, development, and rehabilitation. While some programs have been cut and fund sources limited by federal and state budget cuts, the City should develop a strategy to aggressively pursue federal and state grant programs. Potential sources of funds are listed and described below.

1. STATE AND FEDERAL PROGRAMS

Some park acquisition and development costs may be borne directly by the Federal and State governments. For example, "Parcel 4", the former site of Playland at the Beach, is included within the boundary of the Golden Gate National Recreation Area. The site should be acquired with Federal funds and incorporated into the GGNRA. The Crissy Field Shoreline may be developed with Federal funds, or a public and private collaboration. Candlestick Point State Recreation Area has been acquired and will be improved with State funds. In addition to direct funding by the Federal and State government, several grant programs exist. They are described below:

Urban Parks And Recreation Recovery (UPARR) Program

The National Park Service administers three grant programs under the UPARR program. Rehabilitation grants require 30% matching funds. The Recovery Action Program provides 50% matching funds for planning improvements. The Innovation Program requires 30% local matching funds. While no funds were appropriated for FY 1985, funds were carried over from earlier years. Funds may be appropriated in the future.

Land and Water Conservation Fund

The California Department of Parks and Recreation administers the Land and Water Conservation Fund. This program can provide funds to local government for acquisition or development of neighborhood and community parks and open space. The program does not provide funding for indoor facilities.

Roberti - Z'berg Urban Open Space and Recreation Program (SB 174)

Administered by the California Department of Parks and Recreation, this program funds acquisition and development of indoor and outdoor recreation areas.

California Parklands Act of 1980, and subsequent State Bond Acts.

Provides funds for acquisition and development of indoor and outdoor recreation facilities.

Wildlife Conservation Board

The California Department of Fish and Game administers this fund for acquisition of land to preserve wildlife habitat, and development of public access for fishing and related recreation. Fifty percent local matching funds are required.

Shoreline Grants

A number of programs may be available to fund acquisition and development of areas and facilities along the shoreline. The California Department of Boating and Waterways can provide funds for boat launching facilities. The State Coastal Conservancy receives funds through State bond acts and administers several programs; the Coastal Access program funds acquisition and development of coastal accessways; the Urban Waterfront Restoration Program provides funds to develop or preserve recreational uses along urban waterfronts. The California Department of Fish and Game has a program that provides matching funds for fishing piers, and acquisition of land for public access.

Trails

The Transportation Development Act earmarked 2% of local transportation funds to be used by counties for pedestrian and bicycle facilities. The California Department of Transportation administers this program.

2. LOCAL FUNDING

In 1974, San Francisco voters passed the Open Space Acquisition and Park Renovation program, Proposition "J," which taxes ten cents per \$100 assessed value to generate funds to be used for open space acquisition and development. The Prop J. Program, as originally

passed by the voters, called for 37-1/2% of the ad valorem tax fund to be used to acquire new open spaces, 37-1/2% to develop and maintain the newly acquired sites, and 25% to renovate existing city parks and open spaces. In addition to land acquisition, the fund can also be used to maintain newly acquired open space, and renovate existing City parks. In 1985 the Prop J. program provided about \$10,000,000.

Proposition D, passed by San Francisco voters in November 1986, amended Proposition "J" by changing the way in which funds can be used. Instead of the original percentage breakdown, Prop D requires a minimum of 12 % of the fund be used to fund after-school recreation programs for school-age children, and 45% of the fund be spent on acquisition, development, and maintenance of newly acquired open space.

Since 1974, Prop. "J" has provided the source of funds to acquire and develop open spaces and renovate neighborhood parks and recreation facilities throughout the city. However, the program was passed as a 15 year program and the fund is scheduled to expire in 1989. The City should pursue the possibility of continuing the funding program or initiate a new program. The fund should have the following purposes: creation of new public parks and recreation facilities in accordance with the Recreation and Open Space Element of the Master Plan; development of appropriate facilities on the sites and ongoing maintenance of newly acquired open space. Consideration should also be given to a separate program to fund recreational staffing of parks and recreational facilities. However, the two programs should work independently of each other.

The City could also place a bond measure on the ballot to fund acquisition and development of open space. This would differ from Prop "J", in that it would be a one-time ballot issue, designed to implement the Recreation & Open Space Element of the Master Plan, and the Programs Document.

3. PRIVATE NON-PROFIT ORGANIZATIONS

Private non-profit organizations, such as the Trust for Public Land, TPL, are often able to acquire private property for public parks, community gardens, and other public open space, below market value. The land can be donated, or acquired from a private owner below its market value. The property owner benefits by donating the land, or the difference between the property's market value and the sale price, and receives a tax deduction.

The non-profit then offers the property to the City below market value. The City should explore the opportunities to work with non-profits such as TPL in this manner.

4. PRIVATE DEVELOPERS

Public funds will be needed. However, the public sector cannot be expected to acquire all of the open space needed. Private development will also be responsible for meeting some of the needs. Consideration will be given to preparing an ordinance based on the State Quimby Act which gives local government the authority

to require residential developers to dedicate land or provide in-lieu fees, or a combination of the two, to acquire and develop park sites and recreation facilities. The fees would be based on the fair market value of the land that would be required for dedication, plus a percentage of the cost to provide basic site improvements.

Table 4a and Table 4b give a rough estimate of the acreage which would be necessary in carrying out the programs in the document.

TABLE 4a.
WATERFRONT AND HILLTOP PROPERTIES
RECOMMENDED FOR ACQUISITION FOR PUBLIC OPEN SPACE

SITE	ESTIMATED ACREAGE	
	PUBLIC	PRIVATE
HILLTOPS		
Golden Gate Heights [14th & Lawton]		
WATERFRONT¹		
Parcel Four ²		3.3
San Francisco Golf Club ³		143.99
Olympic Country Club ³	15.00	152.49
China Basin Channel ⁴		
Central Basin ⁴		
Warm Water Cove ⁴		
Embarcadero Trail		
Rincon Point Park	4.8	
South Beach Small Boat Harbor and Park	6.8	
India Basin ¹	2.00	10.00

¹To be implemented by private developers in coordination with the San Francisco City Planning Department and other City Agencies.

²Proposed for acquisition by Federal government. The National Park Service has currently authorized acquisition of 1.9 acres of the 3.3 acre parcel.

³Property would be acquired only if discontinued as a private golf course.

⁴Figures being developed as part of the Mission Bay Plan.

TABLE 4b.
HIGH NEED NEIGHBORHOOD AND OTHER PROPERTIES
RECOMMENDED FOR ACQUISITION FOR PUBLIC OPEN SPACE

SITE	ESTIMATED ACREAGE
	PRIVATE
HIGH NEED NEIGHBORHOODS	
MISSION DISTRICT	
Mini Park	.05
Mini Park	.05
Small Park	1.25
SOUTH OF MARKET	
Large Park	5.00
Mini Park	.05
Mini Park	.05
WESTERN ADDITION	
Park Improvements	
NORTH OF MARKET and TENDERLOIN	
Medium Park	2.50
CHINATOWN	
Medium Park	2.50
Mini Park	.05
Mini Park	.05
OTHER AREAS	
DOWNTOWN	
South of Market ¹	
Office Area	
RINCON HILL	
Small Park	1.25
RICHMOND	
Gym site	1.00
SUNSET	
Large Park	5.00
OCEAN VIEW	
Large Park	5.00
MISSION BAY ²	
To be determined by Mission Bay Study	

¹To be implemented by private developers in coordination with the San Francisco Planning Department.

²To be implemented by private developers in coordination with the San Francisco Planning Department and other City agencies.

THE DOWNTOWN

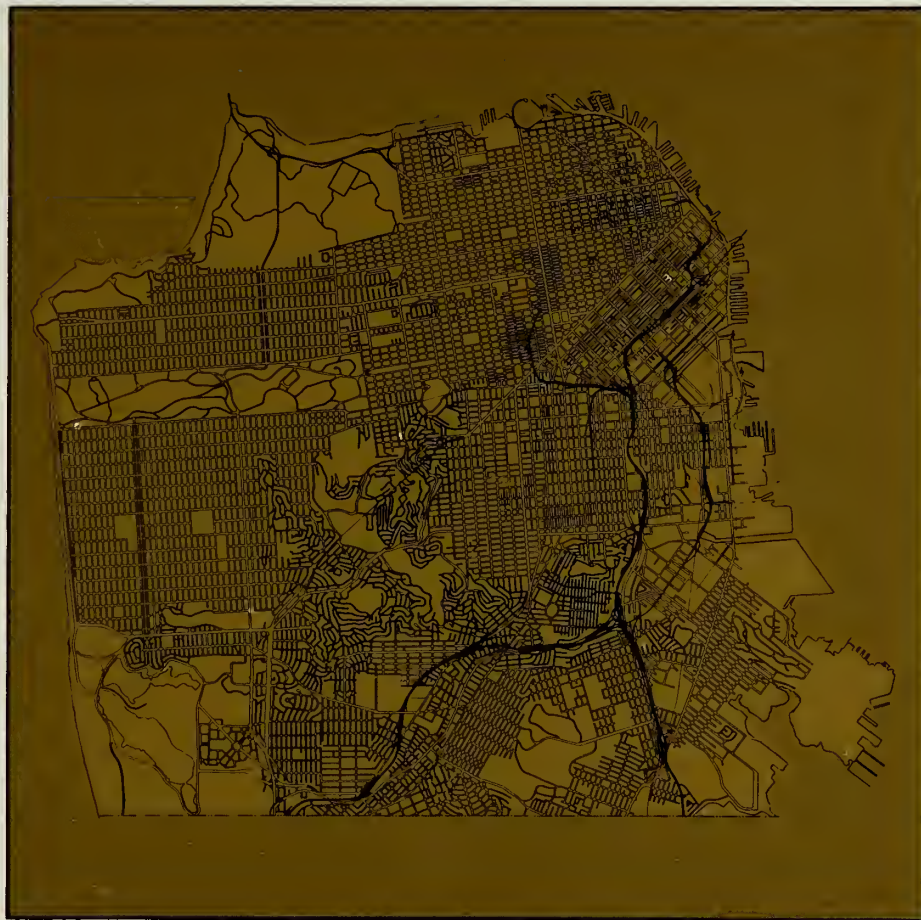
The Downtown Section of the Recreation and Open Space Element is taken from the Downtown Plan, and is being implemented by the Department of City Planning as indicated in the Downtown Plan, and the City Planning Code. The objectives and policies of the downtown section are listed in the Recreation and Open Space Element.



TRANSPORTATION



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Planning Department of the City and County of San Francisco
Adopted July 1995



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THE CITY AND COUNTY OF SAN FRANCISCO

PLANNING DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO
July 1995

TRANSPORTATION ELEMENT

Adopted July 6, 1995 by the San Francisco City Planning Commission Resolution No. 13907

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POLICY 5.2

Develop direct transit connections from downtown to the Airport that will maximize convenience and minimize confusion for airport patrons.

POLICY 5.3

Encourage the development of a high-speed water transit system from the Airport to the Ferry Building and to Oakland Airport to improve the efficiency and flexibility of the Airport's role in accommodating large numbers of domestic and international air passengers.

POLICY 5.4

Encourage the use of public transportation and improve its services between the airport and all Bay Area communities, for airport employees as well as air passengers.

POLICY 5.5

Develop high-speed rail that links downtown San Francisco directly to all major interstate and national passenger rail corridors as the principle alternative to interstate air travel, and as the primary means to relieve air traffic congestion.

POLICY 5.6

Secure a berth for cruise ships in an attractive location, well-served by public transportation, to enhance San Francisco as a recreational port destination.

OBJECTIVE 6

DEVELOP REGIONAL, MULTIMODAL FACILITIES FOR THE EFFICIENT MOVEMENT OF FREIGHT AND GOODS.

POLICY 6.1

Designate expeditious routes for freight trucks between industrial and commercial areas and the regional and state freeway system to minimize conflicts with automobile traffic and incompatibility with other land uses.

POLICY 6.2

Upgrade and modernize port facilities and landside operations and support transportation systems, responding to new technologies, to enhance the commercial significance of the Port of San Francisco and other Bay Area ports as a unified region competing with other ports on the West Coast.

POLICY 6.3

Encourage the use of water transportation, such as freight ferries and shuttles, to facilitate the region-wide movement of goods and cargo.

POLICY 6.4

Identify new freight rail corridors and enhance existing ones to improve and shorten links between key freight distribution points in the city and the main interstate railroads, and to minimize conflicts with pedestrian, street and passenger rail traffic.

POLICY 6.5

Develop the facilities and accessory transportation systems serving the Airport to accommodate its growing role as a freight distribution center.

OBJECTIVE 7

DEVELOP A PARKING STRATEGY THAT ENCOURAGES SHORT-TERMPARKINGATTHE PERIPHERY OF DOWNTOWN AND LONG-TERM INTERCEPT PARKING AT THE PERIPHERY OFTHE URBANIZED BAY AREA TO MEET THE NEEDS OF LONG-DISTANCE COMMUTERS TRAVELING BY AUTOMOBILE TO SAN FRANCISCO OR NEARBY DESTINATIONS.

POLICY 7.1

Reserve a majority of the off-street parking spaces at the periphery of downtown for short term parking.

POLICY 7.2

Outlying transit terminals and adjacent commuter parking facilities of the regional transit systems leading to San Francisco should be well-marked and easily accessible from regional highways.

POLICY 7.3

Maintain a supply of parking commensurate with demand at outlying intercept parking facilities that have good connections to transit and ride-sharing opportunities.

OBJECTIVE 8

MAINTAIN AND ENHANCE REGIONAL PEDESTRIAN AND HIKING ACCESS TO THE COAST, THE BAY AND RIDGE TRAILS.

POLICY 8.1

Ensure that the Coast Trail, the Bay Trail and the Ridge Trail remain uninterrupted and unobstructed where they pass through San Francisco.

POLICY 8.2

Clearly identify the Citywide Pedestrian Network where it intersects with the Coast, Bay and Ridge Trails.

OBJECTIVE 9

IMPROVE BICYCLE ACCESS TO SAN FRANCISCO FROM ALL OUTLYING CORRIDORS.

POLICY 9.1

Allow bicycles on regional transit vehicles such as trains and ferries whenever practical.

POLICY 9.2

Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.

CONGESTION MANAGEMENT

Transportation Performance Measures

OBJECTIVE 10

DEVELOP AND EMPLOY METHODS OF MEASURING THE PERFORMANCE OF THE CITY'S TRANSPORTATION SYSTEM THAT RESPOND TO ITS MULTI-MODAL NATURE.

POLICY 10.1

Assess the performance of the city's transportation system by measuring the movement of people and goods rather than merely the movement of vehicles.

POLICY 10.2

Employ performance measures that address the problems of transportation deficiencies.

POLICY 10.3

Employ methods that are easily measured, understandable, and useful both for determining the level of deficiency and for comparing alternatives with existing forecasting tools.

POLICY 10.4

Consider the transportation system performance measurements in all decisions for projects that affect the transportation system.

Transit First

OBJECTIVE 11

MAINTAIN PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

POLICY 11.1

Maintain and improve the Transit Preferential Streets program to make transit more attractive and viable as a primary means of travel.

POLICY 11.2

Continue to favor investment in transit infrastructure and services over investment in highway development and other facilities that accommodate the automobile.

POLICY 11.3

Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

POLICY 11.4

Encourage the development of one or more multi-service transportation outlets for the sale of transit fare instruments and the provision of other kinds of trip information.

Transportation Demand Management

OBJECTIVE 12

DEVELOP AND IMPLEMENT PROGRAMS IN THE PUBLIC AND PRIVATE SECTORS, WHICH WILL SUPPORT CONGESTION MANAGEMENT AND AIR QUALITY OBJECTIVES, MAINTAIN MOBILITY AND ENHANCE BUSINESS VITALITY AT MINIMUM COST.

POLICY 12.1

Develop and implement strategies which provide incentives for individuals to use public transit, ridesharing, bicycling and walking to the best advantage, thereby reducing the number of single occupant auto trips.

POLICY 12.2

Build on successful efforts implemented at numerous private sector worksites, such as the downtown Transportation Brokerage Program and voluntary programs, and adapt such programs for application in new areas as appropriate.

POLICY 12.3

Implement private and public sector TDM programs which support each other and explore opportunities for private-public responsibility in program implementation.

POLICY 12.4

Encourage private and public sector cooperation in the promotion of alternative work programs designed to reduce congestion and the number of automobile trips.

POLICY 12.5

Phase program implementation in a manner that is most cost effective, and most reasonable in terms of the availability of alternative travel modes and types of trips to be served.

POLICY 12.6

Maximize the utilization of existing sources of revenue targeted or available for program implementation and monitoring to offset additional funding requirements.

POLICY 12.7

Promote coordination between providers of transportation management services, where possible, to enhance the quality of individual programs.

POLICY 12.8

Encourage the creation of Transportation Management Associations where specific needs are identified and coordination with other similar associations and agencies is pursued.

OBJECTIVE 13

PROMOTE THE DEVELOPMENT OF MARKETING STRATEGIES THAT ENCOURAGE AND FACILITATE THE USE OF TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE FOR SHOPPING, RECREATION, CULTURAL AND OTHER NON-WORK TRIPS.

POLICY 13.1

Encourage the use of alternatives to the automobile for all age groups in the advertisement of businesses, recreational and cultural attractions by identifying their proximity to transit facilities and significant landmarks.

POLICY 13.2

Promote the identification of core fixed guideway and regional transit lines, such as BART, Muni Metro, cable car, CalTrain and ferry lines, on maps and literature designed for tourists and visitors.

POLICY 13.3

Use Transit Centers and Visitor Information Centers for the promotion of transit services and the distribution of transit service information.

Transportation Systems Management

OBJECTIVE 14

DEVELOP AND IMPLEMENT A PLAN FOR OPERATIONAL CHANGES AND LAND USE POLICIES THAT WILL MAINTAIN MOBILITY AND SAFETY DESPITE A RISE IN TRAVEL DEMAND THAT COULD OTHERWISE RESULT IN SYSTEM CAPACITY DEFICIENCIES.

POLICY 14.1

Reduce road congestion through the implementation of traffic control strategies, such as signal-light synchronization and turn controls, that improve vehicular flow.

POLICY 14.2

Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multi-modal transportation system.

POLICY 14.3

Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.

POLICY 14.4

Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.

POLICY 14.5

Encourage the use of alternative fuels for City vehicles, transit vehicles, and, as feasible, any other motor vehicle as a means of reducing toxic automobile emissions and conserving energy.

POLICY 14.6

Reduce peak period congestion through the promotion of flexible work schedules at worksites throughout the City.

POLICY 14.7

Encourage the use of transit and other alternative modes of travel to the private automobile through the positioning of building entrances that prioritize access from these modes.

OBJECTIVE 15

ENCOURAGE ALTERNATIVES TO THE AUTOMOBILE AND REDUCED TRAFFIC LEVELS ON RESIDENTIAL STREETS THAT SUFFER FROM EXCESSIVE TRAFFIC THROUGH THE MANAGEMENT OF TRANSPORTATION SYSTEMS AND FACILITIES.

POLICY 15.1

Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

POLICY 15.2

Consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided that there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.

Parking Management

OBJECTIVE 16

DEVELOP AND IMPLEMENT PROGRAMS THAT WILL EFFICIENTLY MANAGE THE SUPPLY OF PARKING AT EMPLOYMENT CENTERS THROUGHOUT THE CITY SO AS TO DISCOURAGE SINGLE-OCCUPANT RIDERSHIP AND ENCOURAGE RIDESHARING, TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE.

POLICY 16.1

Reduce parking demand through the provision of comprehensive information that encourages the use of alternative modes of transportation.

POLICY 16.2

Reduce parking demand where parking is subsidized by employers with "cash-out" programs in which the equivalency of the cost of subsidized parking is offered to those employees who do not use the parking facilities.

POLICY 16.3

Reduce parking demand through the provision of incentives for the use of carpools and vanpools at new and existing parking facilities throughout the City.

POLICY 16.4

Manage parking demand through appropriate pricing policies including the use of premium rates near employment centers well-served by transit, walking and bicycling, and progressive rate structures to encourage turnover and the efficient use of parking.

POLICY 16.5

Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses.

POLICY 16.6

Encourage alternatives to the private automobile by locating public transit access and ride-share vehicle and bicycle parking at more close-in and convenient locations on-site, and by locating parking facilities for single-occupant vehicles more remotely.

OBJECTIVE 17

DEVELOP AND IMPLEMENT PARKING MANAGEMENT PROGRAMS IN THE DOWNTOWN THAT WILL PROVIDE ALTERNATIVES ENCOURAGING THE EFFICIENT USE OF THE AREA'S LIMITED PARKING SUPPLY AND ABUNDANT TRANSIT SERVICES.

POLICY 17.1

Discourage the provision of new long-term parking downtown and near major employment centers.

POLICY 17.2

Encourage collaboration and cooperation between property owners and developers to allow for the most efficient use of existing and new parking facilities.

VEHICLE CIRCULATION**OBJECTIVE 18**

ESTABLISH A STREET HIERARCHY SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 18.1

Wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.

POLICY 18.2

Design streets for a level of traffic that serves, but will not cause a detrimental impact on adjacent land uses.

POLICY 18.3

The existing single-occupant vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced if needed to increase the capacity for high-occupancy vehicles, transit and other alternative means of commuting, and for the safe and efficient movement of freight trucks.

POLICY 18.4

Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement, including:

- Sidewalk bulbs and widenings at intersections and street entrances;
- Lane off-sets and traffic bumps;
- Narrowed traffic lanes with trees, landscaping and seating areas; and
- colored and/or textured sidewalks and crosswalks.

POLICY 18.5

Mitigate and reduce the impacts of automobile traffic in and around parks and along shoreline recreation areas.

POLICY 18.6

Use the Street Hierarchy System of the Transportation Element as the foundation for any national, state, regional and local network of streets and highways in San Francisco.

OBJECTIVE 19

PROVIDE FOR CONVENIENT MOVEMENT AMONG DISTRICTS IN THE CITY DURING OFF-PEAK TRAVEL PERIODS AND SAFE TRAFFIC MOVEMENT AT ALL TIMES.

POLICY 19.1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major arterials.

POLICY 19.2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

MASS TRANSIT**OBJECTIVE 20**

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A PREFERABLE ALTERNATIVE TO AUTOMOBILE USE.

POLICY 20.1

Give priority to transit vehicles based on a rational classification system of transit preferential streets.

POLICY 20.2

Reduce, relocate or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion.

POLICY 20.3

Develop transit preferential treatments according to established guidelines.

POLICY 20.4

Develop transit centers according to established guidelines.

POLICY 20.5

Place and maintain all sidewalk elements, including passenger shelters, benches, trees, newsracks, kiosks, toilets, and utilities at appropriate transit stops according to established guidelines.

POLICY 20.6

Provide priority enforcement of parking and traffic regulations on all Transit Preferential Streets.

POLICY 20.7

Encourage ridership and clarify transit routes by means of a city-wide plan for street landscaping, lighting and transit preferential treatments.

POLICY 20.8

Intensify overall transit service in the "central area."

POLICY 20.9

Improve inter-district and intra-district transit service.

POLICY 20.10

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

POLICY 20.11

Promote the electrification of bus operation.

POLICY 20.12

Use the Transit Preferential Street network as the foundation for any national, state, regional or local transit street hierarchy system in San Francisco.

OBJECTIVE 21

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

POLICY 21.1

Provide transit service from residential areas to major employment centers outside the downtown area.

POLICY 21.2

Where a high level of transit ridership or potential ridership exists along a corridor, existing transit service or technology should be upgraded to attract and accommodate riders.

POLICY 21.3

Make future rail transit extensions in the city compatible with existing BART, CalTrain or Muni rail lines.

POLICY 21.4

Provide for improved connectivity and potential facility expansion where any two fixed-guideway transit corridors connect.

POLICY 21.5

Facilitate and continue ferries and other forms of water-based transportation as an alternative mode of transit between San Francisco and other communities along the Bay, and between points along the waterfront within San Francisco.

POLICY 21.6

Establish frequent and convenient transit service, including water-based transit, to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

POLICY 21.7

Make convenient transfers between transit lines, systems and modes possible by establishing common or closely located terminals for local and regional transit systems and by coordinating fares and schedules.

POLICY 21.8

Bridges and freeways should have exclusive transit lanes where significant transit service is provided by transit.

POLICY 21.9

Improve pedestrian and bicycle access to transit facilities.

POLICY 21.10

Ensure passenger and operator safety in the design and operation of transit vehicles and station facilities.

POLICY 21.11

Ensure the maintenance and efficient operation of the fleet of transit vehicles.

OBJECTIVE 22

DEVELOP AND IMPROVE DEMAND-RESPONSIVE TRANSIT SYSTEMS AS A SUPPLEMENT TO REGULAR TRANSIT SERVICES.

POLICY 22.1

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

POLICY 22.2

Consider possibilities for supplementary, privately operated transit services.

POLICY 22.3

Guarantee complete and comprehensive transit service and facilities that are accessible to all riders, including those with mobility impairments.

PEDESTRIAN

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.

POLICY 23.1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

POLICY 23.2

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

POLICY 23.3

Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks and forcing indirect crossings to accommodate automobile traffic.

POLICY 23.4

Tow-away lane approvals should consider existing and potential pedestrian usage and level of service on abutting sidewalks, including the desirability of future sidewalk widening, as well as the needs of transit operation on the street.

POLICY 23.5

Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed width that allows for passage of people, strollers and wheelchairs.

POLICY 23.6

Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

POLICY 23.7

Ensure safe pedestrian crossings at signaled intersections by providing sufficient time for pedestrians to cross streets at a moderate pace.

POLICY 23.8

Support pedestrian needs by incorporating them into regular short-range and long-range planning activities for all city and regional agencies and include pedestrian facility funding in all appropriate funding requests.

POLICY 23.9

Implement the provisions of the Americans with Disabilities Act and the city's curb ramp program to improve pedestrian access for all people.

OBJECTIVE 24

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

POLICY 24.1

Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.

POLICY 24.2

Maintain and expand the planting of street trees.

POLICY 24.3

Install pedestrian-serving street furniture where appropriate.

POLICY 24.4

Preserve pedestrian-oriented building frontages.

OBJECTIVE 25

DEVELOP A CITYWIDE PEDESTRIAN NETWORK.

POLICY 25.1

Create a citywide pedestrian street classification system.

POLICY 25.2

Utilizing the pedestrian street classification system, develop a citywide pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.

POLICY 25.3

Develop design guidelines for pedestrian improvements in Neighborhood Commercial Districts, Residential Districts, and other pedestrian-oriented areas as indicated by the pedestrian street classification plan.

POLICY 25.4

Maintain a presumption against the use of demand-activated traffic signals on any well-used pedestrian street, and particularly those streets in the Citywide Pedestrian and Neighborhood Networks.

POLICY 25.5

Where intersections are controlled with a left-turn only traffic signal phase for automobile traffic, encourage more efficient use of the phase for pedestrians where safety permits.

POLICY 25.6

Provide enforcement of traffic and parking regulations to ensure pedestrian safety, particularly on streets within the Citywide Pedestrian and Neighborhood Networks.

OBJECTIVE 26

CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.

POLICY 26.1

Retain streets and alleys not required for traffic, or portions thereof, for through pedestrian circulation and open space use.

POLICY 26.2

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

POLICY 26.3

Encourage pedestrian serving uses on the sidewalk.

POLICY 26.4

Encourage and support the development of walking tours incorporating signage wherever possible.

BICYCLES

OBJECTIVE 27

ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR RECREATIONAL PURPOSES.

POLICY 27.1

Expand and improve access for bicycles on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

POLICY 27.2

Develop a rational classification system of bicycle preferential streets.

POLICY 27.3

Eliminate hazards to bicyclists on city streets.

POLICY 27.4

Maintain a presumption against the use of demand-activated traffic signals on designated bicycle routes.

POLICY 27.5

Make available bicycle route and commuter information and encourage increased use of bicycle transportation.

POLICY 27.6

Accommodate bicycles on regional transit facilities and important regional transportation links wherever feasible.

POLICY 27.7

Include bicycle facility funding in all appropriate requests.

POLICY 27.8

Prevent bicycle accidents through bicycle safety education and improved traffic law enforcement.

POLICY 27.9

Identify and expand recreational bicycling opportunities.

POLICY 27.10

Accommodate bicycles in the design and selection of traffic control facilities.

OBJECTIVE 28

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

POLICY 28.1

Provide secure bicycle parking in new governmental, commercial, and residential developments.

POLICY 28.2

Provide secure bicycle parking at existing city buildings and facilities and encourage it in existing commercial and residential buildings.

POLICY 28.3

Provide parking facilities which are safe, secure, and convenient.

POLICY 28.4

Provide bicycle parking at all transit terminals.

OBJECTIVE 29

CITY GOVERNMENT SHOULD PLAY A LEADERSHIP ROLE IN INCREASING BICYCLE USE.

POLICY 29.1

Consider the needs of bicycling and the improvement of bicycle accommodations in all city decisions and improve accommodation as much as possible.

POLICY 29.2

Integrate bicycle planning into regular short-range and long-range planning activities for all city departments.

POLICY 29.3

Designate appropriate staff to coordinate all bicycle related activities.

POLICY 29.4

Encourage non-cyclists to become cyclists and encourage cyclists to ride more often.

CITYWIDE PARKING**OBJECTIVE 30**

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

POLICY 30.1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

POLICY 30.2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

POLICY 30.3

Maximize the efficient use of land devoted to parking by consolidating adjacent surface lots and garages into a parking structure, possibly containing residential, commercial or other uses.

POLICY 30.4

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder transit service.

POLICY 30.5

In any large development, allocate a portion of the provided off-street parking spaces for compact automobiles, vanpools, bicycles and motorcycles commensurate with standards that are, at a minimum, representative of their proportion of the city's vehicle population.

POLICY 30.6

Make existing and new accessory parking available to nearby residents and the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

POLICY 30.7

Limit and screen from view parking facilities over the water, and near the water's edge where such parking interferes with public access.

OBJECTIVE 31

ESTABLISH PARKING RATES AND OFF-STREET PARKING FARE STRUCTURES TO REFLECT THE FULL COSTS, MONETARY AND ENVIRONMENTAL, OF PARKING IN THE CITY.

POLICY 31.1

Set rates to encourage short-term over long term automobile parking.

POLICY 31.2

Where off-street parking near institutions and in commercial areas outside downtown is in short supply, set parking rates to encourage higher turnover and more efficient use of the parking supply.

POLICY 31.3

Encourage equity between drivers and non-drivers by offering transit fare validations and/or cash-out parking programs where off-street parking is validated or subsidized.

OBJECTIVE 32

LIMIT PARKING IN DOWNTOWN TO HELP ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 32.1

Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.

POLICY 32.2

When it must be provided, locate any new long-term parking structures in the areas peripheral to downtown. Any new peripheral parking structures should be concentrated to make transit service convenient and efficient, connected to transit shuttle service to downtown, and provide preferred space and rates for van and car pool vehicles, bicycles and motorcycles.

POLICY 32.3

Encourage short-term use of existing parking spaces within and adjacent to downtown by converting all-day commuter parking to short-term parking in areas of high demand.

POLICY 32.4

Where residential streets that are adjacent to or within the downtown area are used for on-street, long-term commuter parking, implement measures to promote short-term parking and discourage long-term commuter parking.

POLICY 32.5

When the priority functions of service vehicle access and pedestrian movement are sufficiently accommodated on downtown alleys, the function of remaining alley space should be designated for motorcycle parking, primarily short-term.

OBJECTIVE 33

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

POLICY 33.1

Limit the provision of long-term automobile parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

POLICY 33.2

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

OBJECTIVE 34

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

POLICY 34.1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

POLICY 34.2

Use existing street space to increase residential parking where off-street facilities are inadequate.

POLICY 34.3

Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

POLICY 34.4

Where parking demand is greatest in city neighborhoods, consider wide-scale transit improvements as an alternative to additional parking garages as part of a balanced solution.

POLICY 34.5

Minimize the construction of new curb cuts in areas where on-street parking is in short supply and locate them in a manner such that they retain or minimally diminish the number of existing on-street parking spaces.

OBJECTIVE 35

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

POLICY 35.1

Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.

POLICY 35.2

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

URBAN GOODS MOVEMENT**OBJECTIVE 36**

PROMOTE FREIGHT DELIVERY/PICKUP TRAFFIC AS NECESSARY FOR THE ECONOMIC VITALITY OF SAN FRANCISCO AND THE BAY REGION.

POLICY 36.1

Support urban goods movement networks in San Francisco, especially in the areas reserved for industrial development and in neighborhood commercial districts.

POLICY 36.2

Coordinate with appropriate governmental agencies to anticipate and accommodate the needs of both local and through freight traffic in future growth areas in San Francisco.

POLICY 36.3

Encourage and facilitate the bicycle as a courier vehicle in congested areas, especially in the downtown area.

OBJECTIVE 37

CREATE A PHYSICAL AND ECONOMIC ENVIRONMENT CONDUCIVE TO THE EXPANSION OF SAN FRANCISCO'S INDUSTRIAL, MARITIME, AND AIRPORT ACTIVITIES BY ENSURING TRUCK/SERVICE VEHICLE AND RAIL ACCESS AND EGRESS TO THESE USES.

POLICY 37.1

Provide sufficient curbside and off-street facilities to rail, piers and air terminals where freight movement is dominant, and particularly where it conflicts with other transportation modes and functions.

POLICY 37.2

Improve and maintain intermodal rail freight handling capacity to the Port and other industrial areas by improving bridges and tunnels along the waterfront to accommodate all types of freight rail cargo.

POLICY 37.3

Enhance access and circulation between highways, freight facilities and intermodal transfer points on the waterfront for trucks and other service vehicles.

POLICY 37.4

Promote water-based transportation such as freight ferries and waterfront shuttles between San Francisco and other waterfront terminals around the Bay to supplement land-based modes of freight travel.

OBJECTIVE 38

DEVELOP AND MAINTAIN SELECTED MAJOR AND SECONDARY ARTERIALS TO PROVIDE EFFICIENT AND DIRECT ROUTES FOR TRUCKS/SERVICE VEHICLES INTO AND THROUGH SAN FRANCISCO WITHOUT DISTURBING NEIGHBORHOOD AREAS AND INHIBITING THE SAFE MOVEMENT OF TRANSIT VEHICLES, BICYCLES AND PEDESTRIANS.

POLICY 38.1

Improve the existing regional network of truck routes by making designated routes in San Francisco convenient for non-local freight trips with the aim of making the routes direct and connected to other routes.

POLICY 38.2

Reduce unnecessary truck trips through San Francisco and out-of-direction circulation movements by promoting viable alternate truck routes and access across bay bridges that are not as subject to traffic congestion as the Bay Bridge and the Golden Gate Bridge.

OBJECTIVE 39

MAKE FREEWAY AND MAJOR SURFACE STREET IMPROVEMENTS TO ACCOMMODATE AND ENCOURAGE TRUCK/SERVICE VEHICLE TRAFFIC IN INDUSTRIAL AREAS AWAY FROM RESIDENTIAL NEIGHBORHOODS.

POLICY 39.1

Establish and maintain advisory truck routes, with clear signage, between industrial areas and freeway interchanges to enhance truck access and to clearly and visibly attract truck traffic away from residential neighborhoods.

POLICY 39.2

Accommodate heavy vehicles with extra-legal loads on major truck routes by ensuring vertical clearances, appropriate intersection design for maneuvering and providing signal timing to allow smooth truck progression.

POLICY 39.3

Implement measures to reduce adverse affects from trucks/service vehicles and rail traffic by enforcing restrictions on certain routes, specific areas or times of day.

OBJECTIVE 40

ENFORCE A PARKING AND LOADING STRATEGY FOR FREIGHT DISTRIBUTION TO REDUCE CONGESTION AFFECTING OTHER VEHICULAR TRAFFIC AND ADVERSE IMPACTS ON PEDESTRIAN CIRCULATION.

POLICY 40.1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.

POLICY 40.2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys by providing alternative access routes to facilities.

POLICY 40.3

Off-street loading facilities and spaces in the downtown area should be enclosed and accessible by private driveways designed to minimize conflicts with pedestrian, transit and automobile traffic.

POLICY 40.4

Driveways and curb cuts should be designed to avoid maneuvering on sidewalks or in street traffic, but when crossing sidewalks they should be only as wide as necessary to accomplish this function.

POLICY 40.5

Loading docks and freight elevators should be located conveniently and sized sufficiently to maximize the efficiency of loading and unloading activity.

POLICY 40.6

Encourage consolidation of freight deliveries and night-time deliveries in the downtown C-3 zoning districts to increase efficiency of freight movement and reduce congestion.

POLICY 40.7

Strictly enforce yellow and special truck loading zones throughout San Francisco to facilitate delivery/pickups and reduce traffic congestion caused by double-parking.

POLICY 40.8

Provide limited curbside loading spaces to meet the need for short-term courier deliveries/pickup.

POLICY 40.9

Where possible, mitigate of the undesirable effects of noise, vibration and emission by limiting late evening and early hour loading and unloading in retail, institutional, and industrial facilities abutting residential neighborhoods.

TRANSPORTATION

INTRODUCTION

The Plan for Transportation is composed of several sections, each of which deals with an important component of the local and regional transportation system. The plan sections are (1) General, (2) Regional Transportation, (3) Congestion Management, (4) Vehicle Circulation, (5) Transit (6) Pedestrians, (7) Bicycles, (8) Citywide Parking and (9) Goods Movement. Each consists of objectives and policies regarding a particular segment of the master transportation system and related maps which describe key physical aspects. Since these various travel systems often parallel each other, they must be read together to understand their functions and characteristics. Each must also be understood in relation to the other elements of the Master Plan of the city.

Within each of the nine plan sections are general objectives, which express desirable goals, and policies that prescribe steps toward achieving these goals. They may not always be entirely compatible. For instance, it may not be possible to satisfy all travel needs in the most convenient manner and at the same time maintain a transportation system which preserves and promotes a desirable living and working environment, supports development in the right locations, and

is financially feasible for the City to implement. Each specific policy in the separate plan sections might well be seen as a compromise among these overall objectives and policies, based on weighing the advantages, disadvantages and costs of various alternatives.

In establishing the Objectives and Policies, certain Fundamental Assumptions of the nature of transportation are made. In addition, this Element examines and considers the History of Transportation in San Francisco, and establishes the basis from which these policies and objectives were developed. A separate document, the Implementation Program of the Transportation Element, serves as a set of guidelines that link these Objectives and Policies to the programming of funds for implementing transportation projects.

FUNDAMENTAL ASSUMPTIONS

Shaping a Region

The provision of transportation services is a complicated and vital function in urban society. The very shape of the central city and outlying communities is formed by the forces of transportation. Clearly, one of the most difficult challenges for any metropolitan area is to accommodate the transportation needs of its

population while maintaining and enhancing the city and region as a desirable place to live and work. On the other hand, some of the most fundamental problems contributing to the deterioration of the quality of life in an urban area -- air pollution, traffic congestion, suburban sprawl, visual blight, depletion of natural resources -- are caused by the inadequate and inefficient provision of transportation services, particularly in relation to the use of adjacent land.

The setting of the San Francisco Bay Area -- the bay, the ocean, the mountains, the three large city centers and the other communities along the bay and the inland valleys -- is a fundamental part of its celebrated quality of life. These same characteristics make the challenge of improving the transportation network particularly complex. The water and hills are obstacles for conventional transportation systems, albeit beautiful ones. The flow of the region's automobile traffic is immune to the political boundaries between San Francisco, Oakland and San Jose, and, increasingly, has neither origin nor destination in these three cities. As open, developable land grows scarce and the central area of the region matures, the impacts of accommodating the movement of people and goods throughout the Bay Area become more significant, particularly in the areas adjacent to transportation infrastructure, and the welfare of a community -- or a neighborhood within a community -- may be pitted against the good of the entire region.

The high costs of investments in any component of a transportation system -- transit, highways, streets, sidewalks, bicycle facilities, freight movement -- underscore the need for comprehensive planning. The interrelationships of different components must be studied, the surrounding land use must support the investment, and the needs of the locality and the entire region must be considered. If the Bay Area's future transportation system is to be successful, it must be managed and developed with creativity, responsiveness to current and future trends, sensitivity to the land use and environment it serves, and cooperation and coordination on both a local and regional scale.

Impacts of Automobile Travel in the City

The accommodation of automobile traffic in San Francisco has long been a controversial issue. The automobile provides access to the City from even the most remote regions of the Bay Area, and is relied upon by many as a means of getting to and around the City. Many efforts in the past have been undertaken to facilitate the movement and accessibility of the automobile, such as the construction of freeways, parking lots and garages, the widening of streets, the narrowing of sidewalks, and the related condemnation of private property. While these undertakings have resulted in its unprecedented convenience and popularity, the operation of an automobile in the city remains constrained by traffic congestion, parking scarcities and a 19th-Century street network that was not laid out for cars and still poses many challenges to through traffic movement.

The efforts to accommodate the automobile have had pronounced repercussions on other aspects of city life. Elevated freeways block views, divide neighborhoods, consume valuable city land and blight adjacent properties. Off-street parking facilities increase building costs, which in turn are transferred to costs of



Photo courtesy of Bob Coltin

housing and doing business. As a land use, off-street parking facilities compete with and displace land uses that provide greater social and economic benefit to the city. Widened streets, numerous curb cuts and nar-

rowed sidewalks come at the expense of the safety and comfort of the pedestrian. Displacement of housing and small businesses upsets the delicate neighborhood scale and economies that help make the city unique, attractive and livable.

The investments already made in accommodating the automobile seem to trigger the demand for more, but the rise in automobile use and ownership tests the ability of the city's transportation system to further adapt and function. The single-occupant automobile produces more air pollution and uses land and natural resources more inefficiently than any other of San Francisco's transportation modes. These environmental costs become more prohibitive as the volume of automobile traffic increases. With congestion comes slower travel times, less productivity and mounting frustration for drivers -- as well as for transit riders, pedestrians and bicyclists -- not to mention worsened air quality and more wasteful consumption of resources..

A basic assumption of the Transportation Element is that a desirable living environment and a prosperous business environment cannot be maintained if traffic levels continue to increase in any significant way. A balance must be restored to the city's transportation system, and various methods must be used to control and reshape the impact of automobiles on the city. These include improving and promoting public transit, ridesharing, bicycling and walking as alternatives to the single-occupant automobile; limiting the city's parking capacity, especially long-term parking in commercial areas; directing major traffic movements to certain routes; and limiting the vehicular capacity of the city's streets and highways.

Finally, the city must accept a certain level of congestion as inevitable. While it is an undeniable problem, congestion is also an indication that a community has such strong attractions that people are drawn to it in spite of the problem. Congestion is also a means of controlling traffic growth: it ultimately regulates itself. The goal of a balanced transportation system is to minimize congestion while providing attractive alternatives for those who, in consideration of cost, ability, convenience and/or personal preference, choose not to drive automobiles in San Francisco.



Building on a Tradition of Alternatives to the Automobile

A balanced, multi-modal transportation system, including public transit, ridesharing, automobiles, bicycles and pedestrians, is necessary not only for a high quality of life, but also to maintain the economic well-being of the community. Without this balance, the congestion, pollution and scale of development oriented to the automobile instead of human beings would take their toll on the viability and renowned character of San Francisco's commercial and residential districts. They could also result in the penalties that may be assessed by regional governmental agencies such as the Air Quality District when these conditions are not brought into compliance with established standards.

In this respect, San Francisco's traditional reliance on walking, public transportation and other modes for both work and non-work trips has paid off. San Francisco has a considerable and comprehensive variety of transportation alternatives, and commercial and residential districts well-known for their attractiveness and agreeable, walkable character. The amount of land and resources that are devoted to accommodating the automobile is much lower than in other communities in California, allowing for a downtown whose accessibility, compactness and efficiency of land uses and services contribute greatly to its market strength.

In 1992, surveys of automobile and transit use in San Francisco showed the city, unique among all other cities in the Bay Area, was in compliance with the

standards set by the Air Quality District for 1999. Therefore, the District determined that San Francisco did not need to develop either a trip reduction ordinance or additional employer programs to reduce automobile commuting, saving the city and its large employers from costs and penalties that would have otherwise applied. The air quality in San Francisco and the nine-county Bay Area has been maintained above all applicable federal standards of pollutants, such that in 1995 the Bay Area became the only large metropolitan area in California to be designated as an Attainment Region by the Environmental Protection Agency. This designation removes the threat of relevant federal sanctions in San Francisco and the Bay Area, removes administrative burdens on its industries, and relieves them from imposition of more extreme emission controls.

The long-standing transportation policies of San Francisco must be reviewed and updated as the city continues to be shaped by technology, economics, demography and natural forces. Nevertheless, these policies have served the city well, and helped position the city and region as a model for other metropolitan areas to emulate. Clearly, the future of the high quality of life and strong market appeal of doing business in San Francisco depends on the success of maintaining and enhancing its balanced, multi-modal transportation system.

HISTORY OF TRANSPORTATION IN SAN FRANCISCO

Pre-1906

The development of early San Francisco was strongly influenced by geography. Constrained by the bay, ocean and hills, the city had a limited capacity for expansion. It grew from the northeast waterfront west toward the Presidio and south to Mission Dolores. Public omnibus service was introduced in 1852, followed by horse-drawn cars. The cable car was invented in 1873 to climb the downtown hills, and the first streetcar began operation in 1890. An efficient system of ferries connected San Francisco to Oakland and the continental railway across the bay. Due in part to the city's small size, the geographic constraints, and



to the rapid increase in population in the last decades of the nineteenth century, San Francisco became "built out" very quickly in comparison with most other cities on the West Coast.

The Automobile Age 1906-1960

In the period of downtown reconstruction after the 1906 earthquake, the outer areas of San Francisco developed rapidly. The construction of the Stockton Street, Twin Peaks and Sunset streetcar tunnels between 1914 and 1927 opened areas for development that had been constrained by topography. Regional transportation connections to San Francisco were improved as the Southern Pacific Railroad Bayshore bypass (1908) skirted San Bruno Mountain for quicker access to the Peninsula, and the San Francisco-Oakland Bay Bridge (1936) and the Golden Gate Bridge (1937) linked the city to the East and North Bay. The Bay Bridge accommodated auto traffic as well as the Key System interurban trains that ran on the lower level of the bridge between San Francisco's Transbay Terminal and the East Bay, but the opening of these bridges ultimately encouraged the use of the automobile. The automobile's new popularity led to the demise of the ferry operations and later, the Key trains themselves.

The automobile soon became the dominant means of transportation in San Francisco and the Bay Area. The construction of the Bayshore and other highways, the bridges and tunnels brought a much wider range of communities throughout the Bay Area within commuting distance to San Francisco. The automobile also facilitated the development of outly-

ing portions of the city that were not accessible to, or well-served by, the existing public transit network, such as Twin Peaks and Diamond Heights. However, most of the city's streets had been designed for street and cable car railways, not the automobile. Burdening the street system resulted in parking shortages and growing congestion.

The popularity of the automobile also contributed to the decentralization of the Bay Area. San Francisco's 1948 Trafficways Plan proposed an elaborate network of eight freeways crossing San Francisco and a second bridge parallel to the Bay Bridge to close the gaps in the regional highway system and to respond to growing traffic congestion, which was most severe in the inner cities. Many of the traditional city centers in the Bay Area, such as Oakland and San Jose, experienced severe decentralization as regional shopping centers and new office and industrial parks were developed in suburban communities, and San Francisco's pre-eminence as the region's employment and retail center diminished significantly. As these development trends were spurred by the automobile rather than transit, the automobile soon became the primary means of commuting in the region. This in turn spurred more decentralization and the decline of public transit ridership.

The Freeway Revolt and "Transit First" (1960-1989)

City residents and politicians protested the proposed 1948 Trafficways Plan, fearing that it would destroy the city's livability and character. This response, known as the "Freeway Revolt", led to the deletion of the Western, Park Presidio and Crosstown freeways and, in 1959, the suspension in mid-construction of both the Embarcadero and Central Freeways. The ugliness and intrusiveness of these freeways, and the increased automobile traffic they attracted, encouraged the Board of Supervisors to further reject new alternatives in 1966 for cross-town freeway connections, permitting only the construction of the Southern Freeway (I-280).



Instead of relying on freeways to meet its transportation needs, the city sought to place greater emphasis on mass transportation. In 1973, the San Francisco City Planning Commission and Board of Supervisors adopted the "Transit First Policy", giving top priority to public transit investments as the centerpiece of the city's transportation policy and adopting street capacity and parking policies to discourage increases in automobile traffic.

Regional and local mass transit diversified and expanded during the 1970's and 1980's. Proposed in 1957, the Bay Area Rapid Transit System (BART) began East Bay and West Bay service in 1972-3, and transbay service in 1974. Commuter ferry service was reinstated between Marin County and San Francisco in 1970. The Golden Gate Bridge Highway and Transit District and SamTrans took over and expanded the Greyhound commuter bus operations in the North Bay (1972) and on the Peninsula (1974), respectively. In 1980, the California Department of Transportation took over the Southern Pacific commuter rail service on the Peninsula (and renamed it CalTrain), and in 1992 the operation of CalTrain was assumed by a Joint Powers Board representing San Francisco, San Mateo and Santa Clara Counties. The San Francisco Municipal Railway (Muni) upgraded its surface streetcar operation to a surface and subway light-rail network in

1979. By the time of the 1989 Loma Prieta Earthquake, public transportation in San Francisco was a diverse, though not seamlessly coordinated, system of regional and local bus service, electric trolley buses, ferries, commuter trains, heavy and light rail transit, and cable cars. After decades of poor coordination and large service gaps between different transit systems, great strides were made in linking and facilitating transfers between local and regional transit services. Muni and BART introduced the "Fast Pass" allowing unlimited trips and free transfers between the two systems for trips made in San Francisco during one month. Plans were drawn for the Muni Metro extension to Mission Bay, connecting CalTrain to Muni Metro and BART, and for the F-line connection between BART/Muni Metro, Upper Market, the Northern Waterfront, the Transbay Terminal and the Ferry Building.

Nevertheless, decentralization of the Bay Area continued, making it difficult for mass transit to meet the needs of residents and commuters traveling to the outlying, suburban parts of the region. Manufacturing continued to diminish in importance as a sector of San Francisco's economy, which was becoming more dominated by such office sectors as finance, administration and service. Much of the growth in the industrial and manufacturing sectors of the Bay Area's economy occurred in the East and South Bay. The Port of Oakland, already at an advantage because of its proximity to multiple railheads and servers, assumed a greater share of the Bay Area's waterfront traffic after it had adapted to cargo containerization, and the Port of San Francisco's Belt Line Railroad became obsolete and was eventually dismantled.

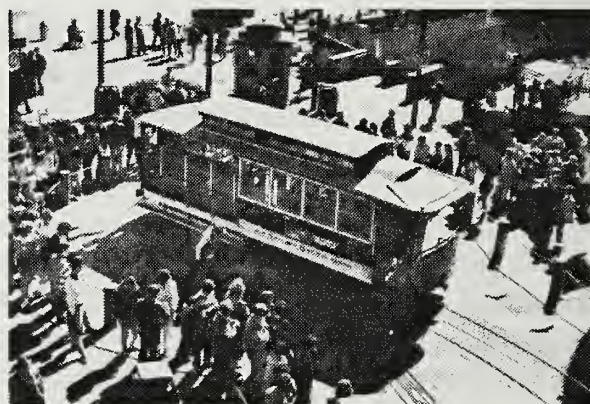
Loma Prieta and Changing Legislation Post-1990

Due to the damage from the 1989 earthquake, the Embarcadero Freeway, the Terminal Separator Structure, and portions of the Central Freeway were razed. The city has taken official positions not to replace these structures, deferring to both the legacy of the Freeway Revolt and the "Transit First" policy. Twenty years after the policy was adopted, its implementation appears to be a success: nearly all of the

substantial growth in commuter travel to and from the Financial District since 1970 has been accommodated on transit. The aftermath of the earthquake, particularly the temporary closure of the Bay Bridge, renewed a reliance on public transportation. New ferry service to the East Bay and expanded BART and CalTrain service continue to attract riders well after the bridge was reopened.

The benefits of San Francisco's investment in alternatives to the single-occupant vehicle extend beyond its relatively clean air and stabilized traffic congestion. The high transit modal split fostered over the twenty years by official city policy positioned San Francisco, unique among California cities in 1993, in compliance with the requirement of the State Clean Air Act to initiate a Trip Reduction Ordinance, thereby exempting many of the city's employers from burdensome regional regulations.

San Francisco's tradition of promoting alternatives to the automobile serves the city well in light of the passage of the Intermodal Surface Transportation Efficiency Act in 1991. This Act signaled the federal government's new emphasis on funding transportation projects with a multi-modal emphasis.



These and other recent, fundamental changes in the objectives and means of planning transportation at all levels of government provide an unprecedented opportunity for the City of San Francisco and the Bay Area. This Transportation Element establishes the following objectives and policies in recognition of this opportunity and the importance of managing transportation in the preservation and enhancement of the Bay Area's high quality of life.

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

The city's first responsibility in the planning and operation of its transportation system is to provide the mobility necessary to its residents in pursuing a wide range of opportunities for work, education, recreation and contact with others. The city must also provide for the many persons who come to San Francisco for work and pleasure and who contribute to the life of San Francisco.

Residents and visitors present a formidable array of demands for transportation services and facilities. Since all transportation facilities must by their nature be shared, at least in part, the transportation system can meet individual and special needs only to a limited extent. A balance must be struck between the ultimate goal of providing convenient travel for all people to their desired destinations and the monetary and environmental costs that such a transportation system might incur.

POLICY 1.1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

Citizen involvement in all planning is essential. At least three different levels of citizen participation can be recognized in transportation planning. First, citywide participation is required for decisions on citywide problems, policies, and facilities. Almost all major improvements have citywide implications and should be subject to citywide, perhaps regional, discussion and debate. Members of community groups as

well as advocacy groups representing relevant issues and viewpoints should be included. Second, most citywide facilities have some special impact on a particular part of the city, and therefore affect the residents and businesses in that area. Residents should participate actively in the specific design of these facilities, even though some of the basic decisions have been made on a citywide basis. Third, some improvements and changes have only very localized impacts and, in such cases, the owners and residents of the affected properties should be directly involved in planning decisions.

POLICY 1.2

Ensure the safety and comfort of pedestrians throughout the city.

Safety is a concern in the development and accommodation of any part of the transportation system, but safety for pedestrians (which includes disabled persons in wheelchairs and other ambulatory devices) should be given priority where conflicts exist with other modes of transportation. Even when the bulk of a trip is by transit, automobile or bicycle, at one point or another nearly every person traveling in San Francisco is a pedestrian.

POLICY 1.3

Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.

In order to maintain a desirable living and business environment in San Francisco, the use of mass transit, ridesharing, walking and bicycling must assume a high priority to ensure mobility for commuters and residents alike. Mobility is ideally provided by a well-connected, multimodal system, but where a choice must be made to either provide public transit or accommodate the private automobile, public transit should receive the priority, consistent with the city's Transit First policy.

POLICY 1.4

Increase the capacity of transit during the off-peak hours.

The capacity of the city's transportation system can be used more efficiently by spreading work trip arrival and departure times over a longer period. This could be achieved by such administrative devices as staggering work hours, encouraging shoppers and visitors not to travel during peak hours, altering school hours, and implementing differential bridge tolls. For the streets and highway system, this could mean less congestion, less automobile emissions and a diminished necessity for high capacity freeways. However, the frequency of service and the capacity of the city and regional transit systems must be increased in these off-peak hours if transit is expected to be a primary means of travel in and around San Francisco.

POLICY 1.5

Coordinate regional and local transportation systems and provide for interline transit transfers.

Transportation facilities are interdependent, and efforts should be made to ensure an efficient system by coordination of local and regional efforts. The regional and local transit systems must be closely

linked to provide for transfers. Similarly, regional highways and freeways must be integrated with the local street system. Costly mistakes and service redundancies can be avoided by advance planning and agreement among the many agencies involved in transportation planning affecting San Francisco and the Bay Area.

All transit operators should provide free transfers between routes for travel within the city, although fare increments are justified for travel outside the city. A transfer arrangement should be made among BART, AC Transit, the ferries and Muni and other systems to allow for trips outside the region at a reasonable incremental cost. To further enhance coordination, bicycles should be accommodated on all regional public transportation systems.

POLICY 1.6

Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.

San Francisco and the Bay Area have various means of travel: automobile, bus, streetcar, walking, taxi, cable car, ferry, railroad, BART and bicycling. Flying is occasionally used as a means of intra-regional travel. Each mode of travel has special advantages or



disadvantages for certain types of trips and for certain origins and destinations. The least costly or most convenient means to satisfy travel demand is not necessarily the best investment in the context of comprehensive planning: cost or convenience must usually be balanced against effects on the environment and impact on land use and development patterns.

The following conditions listed under each mode choice are not mutually exclusive, and may apply to more than one travel mode, especially when the modes are compatible with each other:

Mass transit should be given priority for the following kinds of trips and/or in the described areas:

- For work trips generally within and to San Francisco, and to other densely developed parts of the region, especially to all major employment centers.
- For intercity trips between core areas of major cities and for travel to core areas in general.
- For trips occurring generally during periods of high travel demands.
- Where demand for travel between any two or more relatively compact or densely developed areas is high.
- In areas and around institutions where large numbers of people with limited means or low automobile ownership reside or arrive at a destination.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.
- Where required or useful to stimulate development.
- For trips to major recreation areas and to sports, cultural and other heavily attended events.
- For trips to neighborhood commercial districts, especially those that do not contain many automobile-oriented uses.

Automobiles should be accommodated for making the following kinds of trips and/or in the described areas:

- For trips occurring when and where transit is not well-suited for the purpose, such as shopping for oversized or bulk items (as an alternative, retail delivery services should be encouraged.)
- For intra-regional trips outside the major cities and for intercity trips between non-core areas of the major cities.
- Where business travel requires the use of an automobile for short-term and intermittent trips.
- On streets having the capacity to absorb additional vehicular traffic as an alternative to freeway construction without substantial environmental damage or conflict with land uses.

Walking should be given priority for the following kinds of trips and/or in the specified areas:

- In parks, on trails and in other recreational areas, and where the enjoyment of slow movement and the preservation of the natural environment would be severely compromised by automobile traffic.
- For work trips generally within San Francisco, especially the downtown area.
- Where concentration of activity is high, particularly where streets are narrow and the intervening distances are short, that more convenient access among interrelated activities may be achieved by walking or limited distance people-movers than by other modes.
- In areas and around institutions where large numbers of people with limited means or low automobile ownership reside or arrive as a destination.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.
- In neighborhood commercial districts, and where cultural and recreational facilities are clustered.

- Surrounding transit centers and along transit preferential streets, where the facilitation of pedestrian traffic is necessary to successful and safe transit operation.

Bicycling should be given priority for the following kinds of trips and/or in the specified areas:

- In parks, on trails and in other recreational areas, and where the enjoyment of slow movement and the preservation of the natural environment would be severely compromised by automobile traffic.
- For work trips generally within San Francisco, especially the downtown area.
- Where concentration of activity is high, particularly where streets are narrow and the intervening distances are short, that more convenient access among interrelated activities may be achieved by bicycling.
- In areas and around institutions where large numbers of people with limited means or low automobile ownership reside or arrive as a destination.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.

Taxis, water taxis, paratransit services and shuttles should be accommodated for the following kinds of trips and/or in the specified areas:

- Where there are concentrations of off-peak, nighttime commercial, recreational and cultural activity, particularly where that activity attracts a large proportion of tourists and is within a 5-minute taxi ride from Downtown.
- Shopping trips where the volume of purchased goods would make the use of public transit inconvenient or difficult.
- In residential areas, or near facilities and institutions where the facilitation of door-to-door trips is an absolute priority.
- Adjacent to regional transit connection points.

- Where the mode, such as a water taxi, affords a trip of special scenic quality.

Freight carriers and delivery vehicles should be accommodated for making the following kinds of trips and/or in the described areas:

- Where there are concentrations of industrial and manufacturing facilities that depend on the processing, delivery and/or shipment of large quantities of goods and freight.
- For the bulk movement of refuse and other materials which would become a nuisance and health hazard if stored or accumulated on site.
- For the loading and unloading of goods and freight at retail and commercial establishments.
- At the transfer points where bulk equipment, goods and freight exchange modes of travel, such as where land and water freight traffic interface.
- Along rail or truck routes specifically needed to accommodate the movement, both local and inter-regional, of the activities described above.
- In areas suited for the storage of bulk equipment, goods and freight.

POLICY 1.7

Assure expanded mobility for the disadvantaged.

Expansion of opportunities for the poor and the underemployed for work, education and recreation depend to a large extent on the adequacy of the transportation system in serving their needs and on the cost of travel to them. The transportation system should be used in part as a tool for improving the situation of less advantaged residents by providing inexpensive and convenient service to areas of growing employment, as well as to educational institutions, medical services and recreation facilities.

POLICY 1. 8

Develop a flexible financing system for transportation in which funds may be allocated according to priorities and established policies without unnecessary restriction.

Flexibility in allocating funds is necessary for the maintenance and development of a multi-modal transportation system that is responsive to changing travel demands. Taxes and funds should not be restricted to a specific mode or type of improvement for long periods of time, as long as the re-allocations are consistent with the long-term goal of improving transportation. Financing should be available to all agencies that are concerned with transportation.

POLICY 1. 9

Develop a multi-modal emergency transportation plan for the city and encourage the development of complementary plans in the private and public sector, to provide for movement to and from emergency and health facilities from all areas of the city, and to and from the city and other Bay Area communities.

A system accommodating automobiles, surface transit, ferries and other water traffic, emergency aircraft, bicyclists and pedestrians, should be identified to ensure mobility and evacuation in face of a comprehensive variety of natural and man-made catastrophes. The extent of multi-modalism should reflect the possible scarcity of energy and fuel, and the potential disruption to existing infrastructure and rights-of-way.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

The use of a transportation system to guide the development and improvement of the city and the region is the necessary counterpart to its function in providing mobility for residents. The transportation

system should be used to ensure more than the mobility of the people and goods it serves, it must also ensure the preservation or creation of desired activities and facilities for all sectors of the city's population and economy. The modes of transportation used, as well as the location of routes and design of the system, have a large influence on development patterns and the quality of the overall environment. Conversely, the use of land should support the function of the adjacent transportation facilities. Decisions concerning the location of large retail and employment centers, high-density housing and other projects that generate high volumes of traffic and transit ridership, should consider the impacts on the local and regional transportation system. This relationship between transportation and land use must be recognized in order to facilitate desirable change and to preserve what is good.

POLICY 2. 1

Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.

The development of an extensive network of rapid rail transit linking the major centers of the region is required if a regional, city-centered plan is to be achieved. Care must be taken to locate transit routes and development so that the transit system itself will encourage more intensive growth in both newly-planned and existing communities. Highways should also be located and designed to avoid encouraging scattered, unplanned patterns of growth that are not accessible by transit. Public and private improvements and developments should be coordinated with transportation projects in advance to ensure that advantage is taken of the opportunities afforded. Development should be regulated, however, so that it will be compatible with the policies of the Master Plan.

POLICY 2. 2

Reduce pollution, noise and energy consumption.

Bicycling and walking, the quietest, cleanest and most energy-efficient forms of transportation,

should be promoted whenever possible. Gasoline- and diesel-powered automobiles and buses pollute the air, generate substantial noise and consume fossil fuel, in comparison with electric vehicles. The city has long been committed to transit powered by electricity, and this commitment has maintained a high level of environmental quality. Future city programming should work toward noise abatement ordinances and other noise control actions, both by administrative and operational means. For instance, where it is not feasible to use the existing electric transit vehicles, diesel buses should be replaced by quieter and less polluting transit vehicles. Another example is the placement of stop signs in relation to topography to avoid substantial noise caused by acceleration and deceleration.

POLICY 2.3

Design and locate facilities to preserve the historic city fabric and the natural landscape, and to protect views.

Care must be taken to ensure that street and transit improvements are made to enhance the beauty and delicate fabric of the city and to protect views of the city, the bay, the ocean and the hills.

POLICY 2.4

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

The manner in which the transportation system is organized may contribute to or undermine social and environmental stability. Through traffic routes should not split neighborhoods or pose insurmountable barriers to movement among them. Street design and location of automobile and bicycle parking should contribute to the establishment of pedestrian-oriented neighborhood centers where residents may congregate. Major transit and bicycle routes and specific transit feeder systems should be located to provide good access to and from neighborhood centers for

nearby residents. Freight routes should have convenient access to industrial areas and to regional highway and rail systems, and should be designated to avoid conflicts with other types of traffic -- pedestrian, bicycle, commuter -- in the interest of safety and livability.

POLICY 2.5

Provide incentives for the use of transit, carpools, vanpools, walking and bicycling and reduce the need for new or expanded automobile and automobile parking facilities.

Actions which make transit more convenient, economical and reliable should continue to be a high priority in San Francisco. For those work trips which cannot conveniently be made by transit or bicycle, carpooling provides efficient use of private vehicles and should be encouraged. Bicycling and walking should also be considered as important and appropriate modes of commuting. Transit fare subsidies, cash-out parking programs where parking is subsidized, transit fare discounts in place of parking validations and the provision of secure bicycle parking and shower facilities encourage the use of alternatives to the private automobile.

POLICY 2.6

In conversion and re-use of inactive military bases, provide for a balanced, multi-modal transportation system that is consistent with and complementary to the planned land use and the local and regional transportation system.

The new land uses planned for inactive military bases must be examined to ensure that the transportation demands will be met. These demands must be considered on a local, citywide and regional scale in accordance with the scale of the proposed development and land uses. Any modifications to the existing transportation system serving the area should reflect the objectives and policies of this Element and other elements of the Master Plan.

REGIONAL

OBJECTIVE 3

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS A REGIONAL DESTINATION WITHOUT INDUCING A GREATER VOLUME OF THROUGH AUTOMOBILE TRAFFIC.

POLICY 3.1

The existing capacity of the bridges, highways and freeways entering the city should not be increased for single-occupant vehicles, and should be reduced where possible.

Much of the existing street infrastructure and parking facilities within San Francisco are at capacity and cannot accommodate significant increases in automobile traffic. Managing the future transportation demand requires a balancing of travel modes, including a greater emphasis on public transit, ride-sharing, and other alternatives to single-occupancy vehicles. Congestion pricing on key freeways and bridges should be implemented to help achieve this end.

POLICY 3.2

New elevated and surface freeways should bypass or terminate outside San Francisco, rather than pass through the city.



The space requirements, the questionable seismic soundness and the physically divisive effects of such freeway structures create significant problems in the city. Connections to any such freeway structures that are built outside the city should be made with at-grade arterials that are better integrated within the existing urban street system.

POLICY 3.3

Develop and maintain an efficient system of arterials and thoroughfares to distribute traffic from regional freeways within and through San Francisco's street grid in conjunction with the Bay Region's nine-county Metropolitan Transportation System (MTS).

Unlike many of the Bay Area's newer arterials, many of San Francisco's streets designated for this function were originally designed as residential streets. Measures to calm traffic may be needed on some of these streets where traffic from the freeways travels at speeds that are dangerous and unsuited to the streets' residential function. Landscaping sidewalks and median strips, using sound-insulation materials on adjacent buildings and other buffering measures should be taken along these streets to mitigate the negative impacts of traffic.

POLICY 3.4

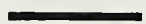
Promote I-880, I-80 (East Bay), 101 (North of San Rafael), I-580, I-680 and I-5 as the principal freeways for through automobile traffic and freight truck traffic in the Bay Area and the state.

A few regional freeway segments in the city, such as 101/280 to the Bay Bridge and 101 across the Golden Gate Bridge, are necessary connections to the regional and state freeway system for residents of San Francisco and the northern parts of the Peninsula. However, these segments are often at capacity and cannot accommodate through traffic from a wider region as efficiently as the larger suburban freeway network.



REGIONAL FREEWAY NETWORK

Map 1

-  State Highway as surface street
-  Access to Intra-state Freeway Routes
-  Intra-state Freeway Routes
-  Inter-state Freeway

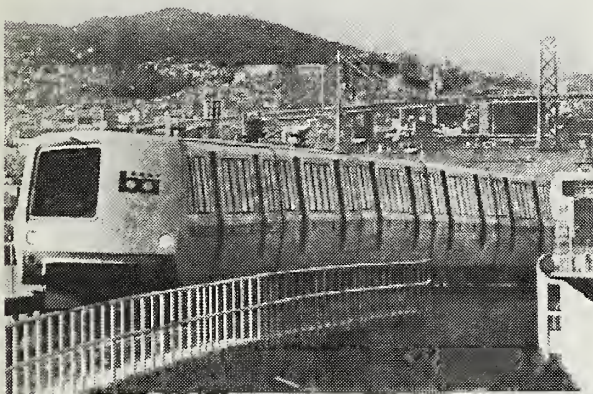
OBJECTIVE 4

MAINTAIN AND ENHANCE SAN FRANCISCO'S POSITION AS THE HUB OF A REGIONAL, CITY-CENTERED TRANSIT SYSTEM.

POLICY 4. 1

Rapid transit lines from all outlying corridors should lead to stations and terminals that are adjacent or connected to each other in downtown San Francisco.

No other city in the Bay Area is served with such a comprehensive, region-wide transit system. Transit riders traveling from one end of the region to the other often must make transfers in San Francisco, and would benefit from having transit terminals and stations located close together. Whenever possible, a regional transit corridor should continue through rather than terminate within downtown San Francisco in order to speed through trips and minimize the space needs for turnback and layover facilities in the downtown area.

**POLICY 4. 2**

Increase transit ridership capacity in all congested regional corridors.

Making transit an attractive alternative to the automobile is difficult in suburbs that were developed primarily for automobile access. Increasing the fre-

quency and capacity of regional transit service makes transit more convenient, and is more cost-effective when automobile congestion provides its own incentive for riding public transit.

POLICY 4. 3

Where significant transit service is provided, bridges and freeways should have priority transit treatment, such as exclusive transit lanes.

Allowing transit to operate more freely in traffic, especially on freeways and bridges that are subject to traffic congestion, helps make them a more visible and desirable alternative to the automobile.

POLICY 4. 4

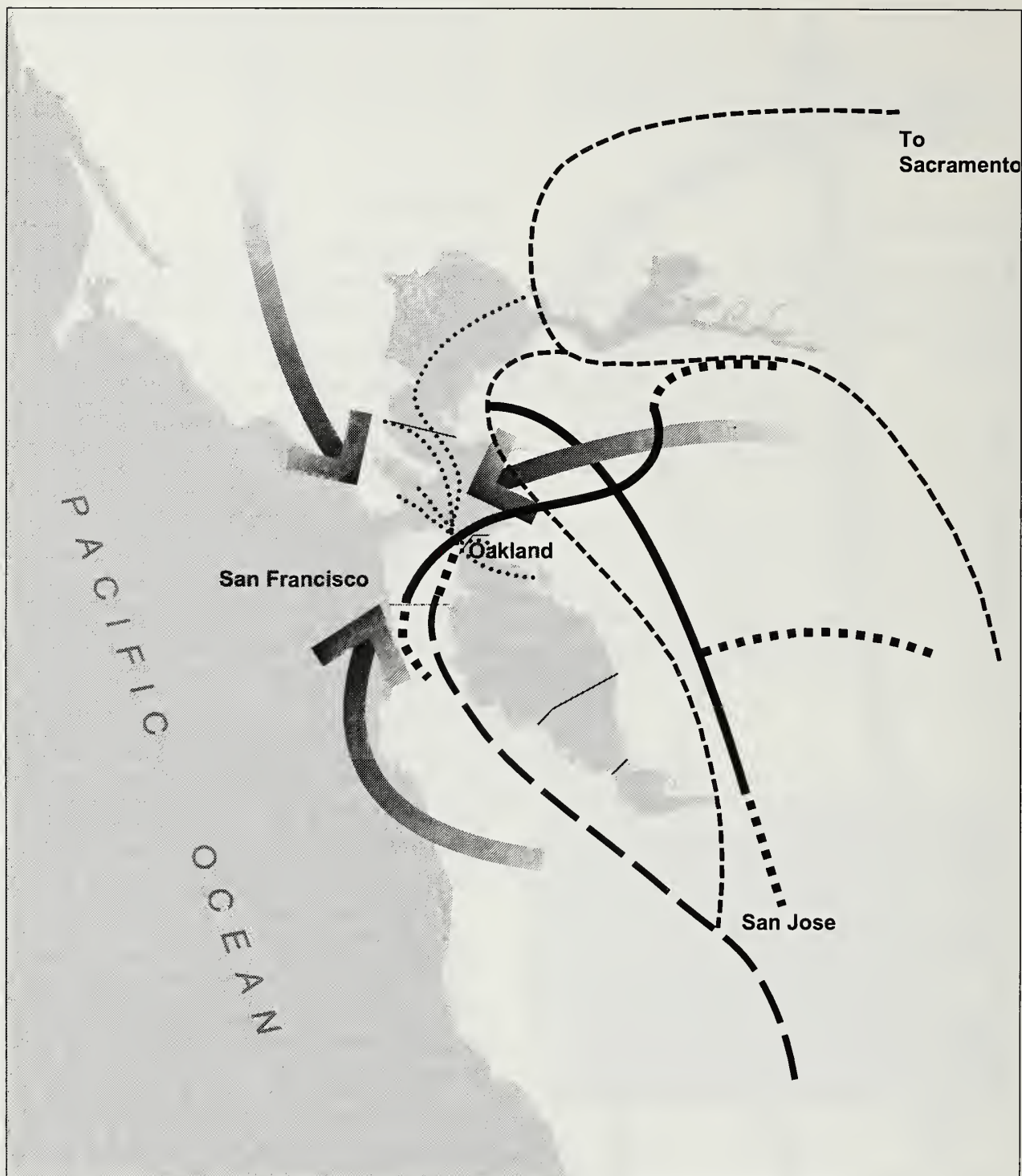
Integrate future rail transit extensions to, from, and within the city as technology permits so that they are compatible with and immediately accessible to existing BART, CalTrain or Muni rail lines.

Integration includes the physical transit facilities as well as the fare structure. Since a forced transfer from one transit system to another can be a significant deterrent to using transit, the greatest efforts should be made to make the transfer as convenient and uncomplicated as possible.

POLICY 4. 5

Provide convenient transit service that connects the regional transit network to major employment centers outside the downtown area.

Many people from outside San Francisco commute to places of work in San Francisco away from downtown. In addition, many San Franciscans commute to places of employment outside downtown or outside the city. While many take transit and rely on connections between local and regional transit, many drive and contribute to peak-hour traffic congestion. Improving the frequency, capacity and operating speed of local transit service from regional transit connections to large employment centers outside downtown



REGIONAL TRANSIT NETWORK

Map 2

	Regional Bus Transit Service
	BART
	CalTrain
	BART, CalTrain Extensions
	Ferries
	Amtrak Intercity



will help make transit an attractive alternative to driving. Locating these large employment centers adjacent to high-capacity transit service is equally as important.

POLICY 4.6

Facilitate transfers between different transit modes and services by establishing simplified and coordinated fares and schedules, and by employing design and technology features to make transferring more convenient.

Examples include providing links between transit platforms so that connections can be made directly, with a minimum of walking and entry/exit of fare areas. Monitors that announce arrivals, departures and the progress of transit vehicles and orientation maps should be installed to ease the uncertainty and anxiety of waiting passengers.

POLICY 4.7

Locate outlying rapid transit stations close to the commercial and high-density residential districts and employment centers of each community.

Many outlying rapid transit stations are located adjacent to freeways and surrounded by large surface parking lots. This pattern of development discourages transit use for those who live in the central cities and come to the suburban areas to work, shop or visit. Locating outlying stations within easy walking distance to the central core of outlying towns makes

transit a more viable means of arrival for more people, reinforces the traditional commercial town centers and, by being located in higher-density neighborhoods, also promotes commuting by transit to other communities for suburban residents. Consolidating surface parking into parking garages with other mixed-uses, accommodates automobile drivers who transfer to rapid transit while allowing more efficient and pedestrian-accessible use of land around the station.

POLICY 4.8

Expand and coordinate the use of ferries, water taxis and other forms of water-based transportation with each other and with landside transportation in waterfront communities in San Francisco and across the bay, using San Francisco's Ferry Building as the main transfer point.

Water transit schedules and fares should be coordinated to accommodate riders making both local and regional trips. Water transit service should be coordinated with landside transit operators as well. The creation of a regional ferry consortium would provide a forum for ferry operators to share information, facilities and resources and to coordinate planning.



OBJECTIVE 5

SUPPORT AND ENHANCE THE ROLE OF SAN FRANCISCO AS A MAJOR DESTINATION AND DEPARTURE POINT FOR TRAVELERS MAKING INTERSTATE, NATIONAL AND INTERNATIONAL TRIPS.

POLICY 5. 1

Support and accommodate the expansion of San Francisco International Airport, while balancing this expansion with the protection of the quality of life in the communities that surround the Airport.

San Francisco International Airport is one of the world's busiest airports and is of importance to a region extending far beyond the boundaries of the Bay Area. Expansion is necessary for the airport and the Bay Area to maintain its viability and function in the growing Pacific Rim. Recognizing and balancing the airport's regional significance, the livability of adjacent communities and the economic forces driving airport expansion, a reduction of expansion impacts on the communities, such as the improvement of public transportation services, should be encouraged.

POLICY 5. 2

Develop direct transit connections from downtown to the Airport that will maximize convenience and minimize confusion for airport patrons.

The Airport is the port of entry for most tourists and businesspeople. Visitors who may be unfamiliar with the region and who have little free time seek convenience, simplicity and directness in making the trip from the airport to Downtown. Walking distances, transfers and waiting time should be kept to a minimum for airport patrons, who are often fatigued from traveling and burdened with luggage.

POLICY 5. 3

Encourage the development of a high-speed water transit system from the Airport to the Ferry Build-

ing and to Oakland Airport to improve the efficiency and flexibility of the Airport's role in accommodating large numbers of domestic and international air passengers.

Linking the Oakland and San Francisco airports with a rapid shuttle system will enable travelers to use the two airports as virtually a single facility and allow each more opportunity to specialize in distinct travel markets, such as intrastate, domestic and international flights. A link to the Ferry Building would provide travelers with direct access to a broad network of transit options throughout the region.

POLICY 5. 4

Encourage the use of public transportation and improve its services between the airport and all Bay Area communities, for airport employees as well as air passengers.

With the expansion of new airport facilities comes job growth and increased air passenger traffic. To minimize additional pollution and congestion in the airport vicinity, extensive programs to decrease the use of the private automobile for airport trips should be implemented in connection with the expansion of the airport facilities.

POLICY 5. 5

Develop high-speed rail that links downtown San Francisco to major interstate and national passenger rail corridors as the principle alternative to interstate air travel, and as the primary means to relieve air traffic congestion

The station should be integrated with the transit network of the city and region.

POLICY 5. 6

Secure a berth for cruise ships in an attractive location, well-served by public transportation, to enhance San Francisco as a recreational port destination.

OBJECTIVE 6**DEVELOP REGIONAL, MULTI-MODAL FACILITIES FOR THE EFFICIENT MOVEMENT OF FREIGHT AND GOODS****POLICY 6. 1**

Designate expeditious routes for freight trucks between industrial and commercial areas and the regional and state freeway system to minimize conflicts with automobile traffic and incompatibility with other land uses.

POLICY 6. 2

Upgrade and modernize port facilities and landside operations and support transportation systems, responding to new technologies, to enhance the commercial significance of the Port of San Francisco and other Bay Area ports as a unified region competing with other ports on the West Coast.

POLICY 6. 3

Encourage the use of water transportation, such as freight ferries and shuttles, to facilitate the region-wide movement of goods and cargo.



Freight ferries, which are used to move freight across water between railheads and other waterfront intermodal freight facilities, help bridge gaps in the region-wide freight movement network. Other forms of water transportation, such as passenger ferries, may also be used to shuttle goods across the bay.

POLICY 6. 4

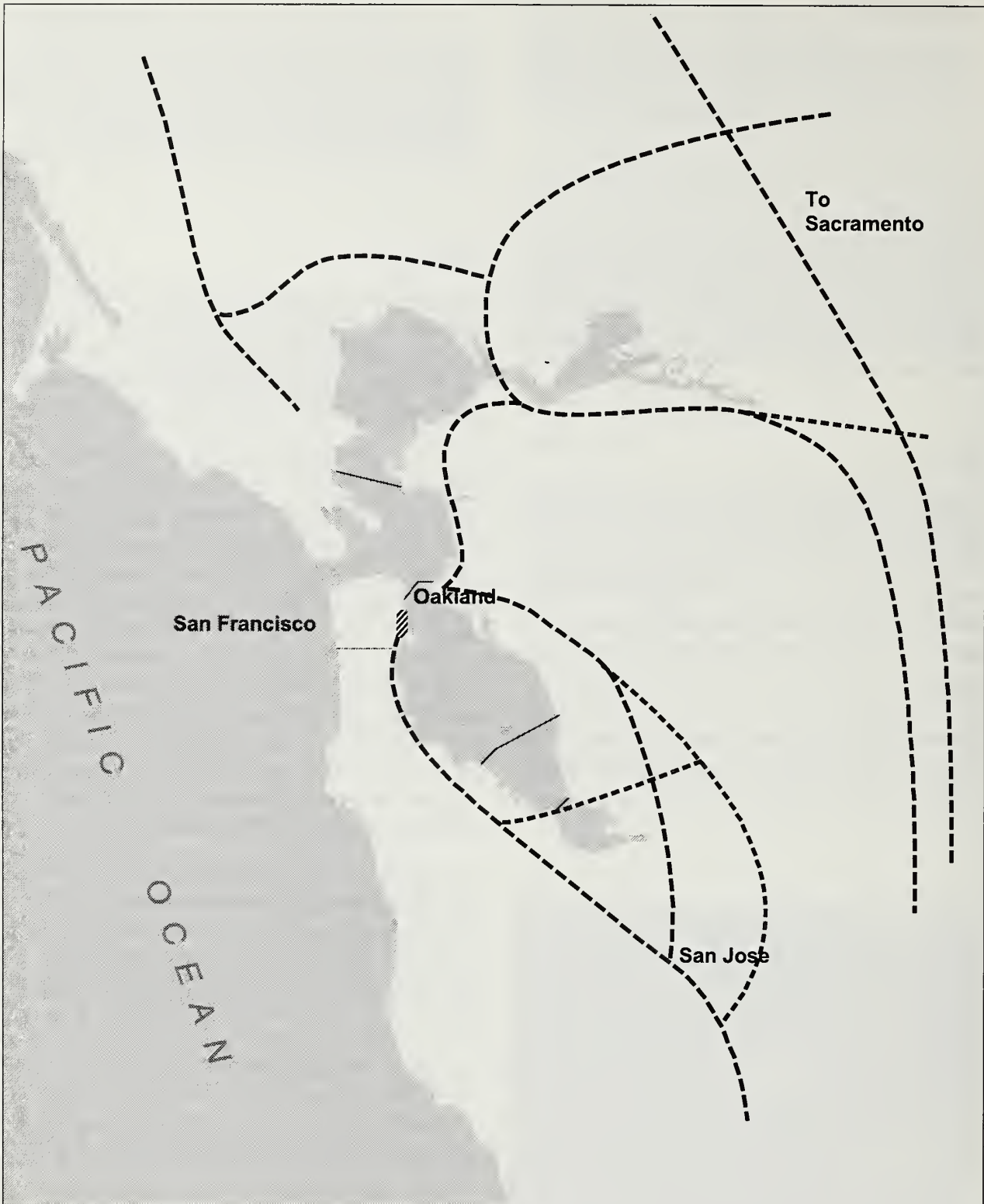
Identify new freight rail corridors and enhance existing ones to improve and shorten links between key freight distribution points in the city and the main interstate railroads and to minimize conflicts with pedestrian, street and passenger rail traffic.

The Dumbarton Bridge provides a shorter, more direct rail link to the East Bay than a route through the South Bay, and should maintain a freight rail function. Accommodating multiple rail servers in the city, particularly to the waterfront, offers more opportunities and better access for the movement of freight.

POLICY 6. 5

Develop the facilities and accessory transportation systems serving the Airport to accommodate its growing role as a freight distribution center.

Facilitating intermodal transfers to air travel includes the development of such support services as expanded small package and container handling facilities for landside and ferry services, and the reduction of congestion on freight traffic routes serving the airport.



FREIGHT RAIL MAP

Map 3

- Freight Rail Lines
-  Port of San Francisco

OBJECTIVE 7

DEVELOP A PARKING STRATEGY THAT ENCOURAGES SHORT-TERM PARKING AT THE PERIPHERY OF DOWNTOWN AND LONG-TERM INTERCEPT PARKING AT THE PERIPHERY OF THE URBANIZED BAY AREA TO MEET THE NEEDS OF LONG-DISTANCE COMMUTERS TRAVELING BY AUTOMOBILE TO SAN FRANCISCO OR NEARBY DESTINATIONS.

POLICY 7. 1

Reserve a majority of the off-street parking spaces at the periphery of downtown for short term parking.

POLICY 7. 2

Outlying transit terminals and adjacent commuter parking facilities of the regional transit systems leading to San Francisco should be well-marked and easily accessible from regional highways.

POLICY 7. 3

Maintain a supply of parking commensurate with demand at outlying intercept parking facilities that have good connections to transit and ride-sharing opportunities.

OBJECTIVE 8

MAINTAIN AND ENHANCE REGIONAL PEDESTRIAN AND HIKING ACCESS TO THE COAST, THE BAY AND RIDGE TRAILS.

POLICY 8. 1

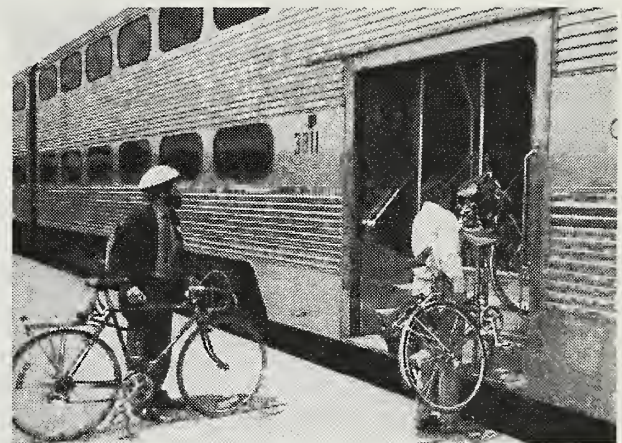
Ensure that the Coast Trail, the Bay Trail and the Ridge Trail remain uninterrupted and unobstructed where they pass through San Francisco.

POLICY 8. 2

Clearly identify the Citywide Pedestrian Network where it intersects with the Coast, Bay and Ridge Trails.

OBJECTIVE 9

IMPROVE BICYCLE ACCESS TO SAN FRANCISCO FROM ALL OUTLYING CORRIDORS.

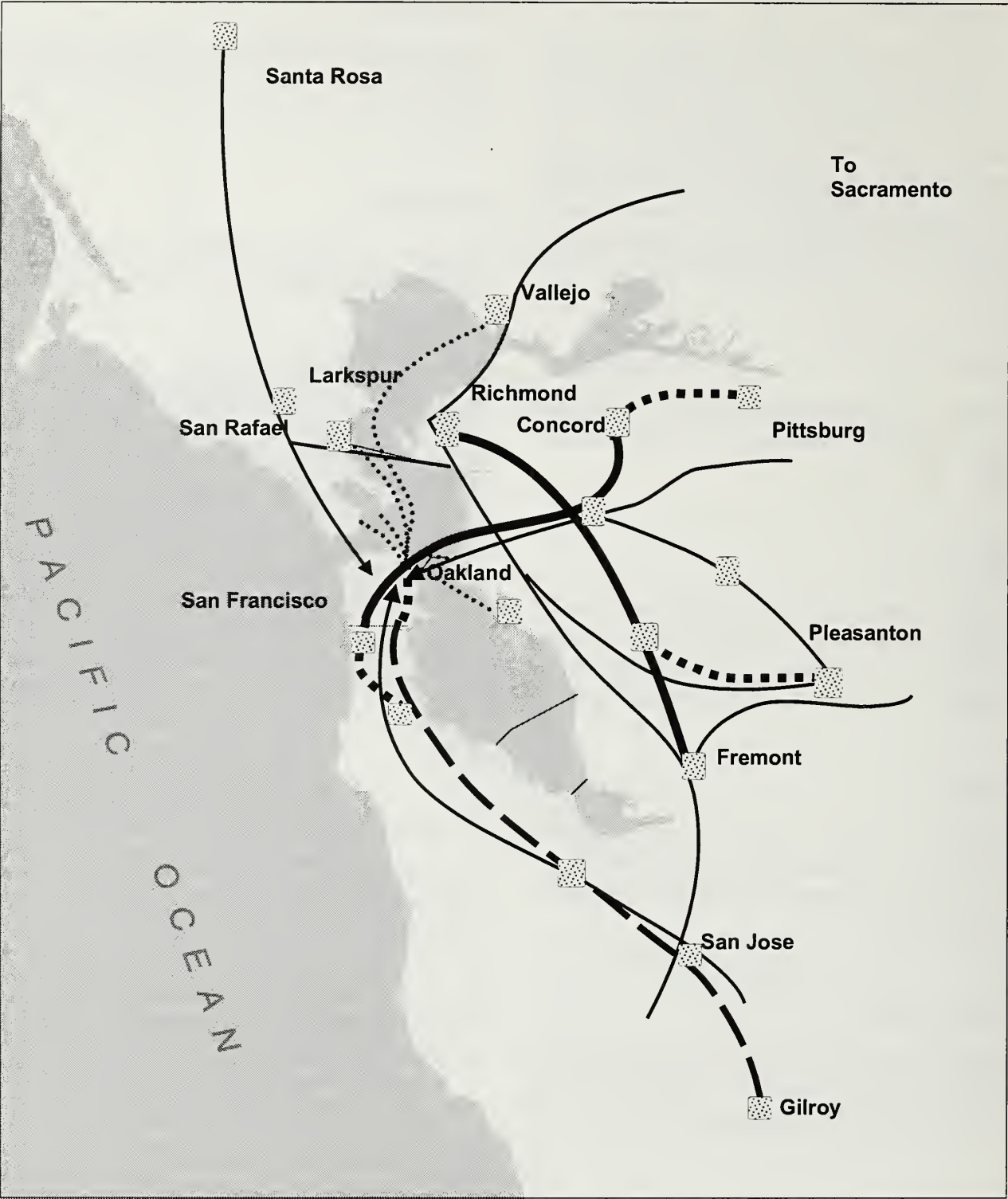


POLICY 9. 1

Allow bicycles on regional transit vehicles such as trains and ferries whenever practical.

POLICY 9. 2

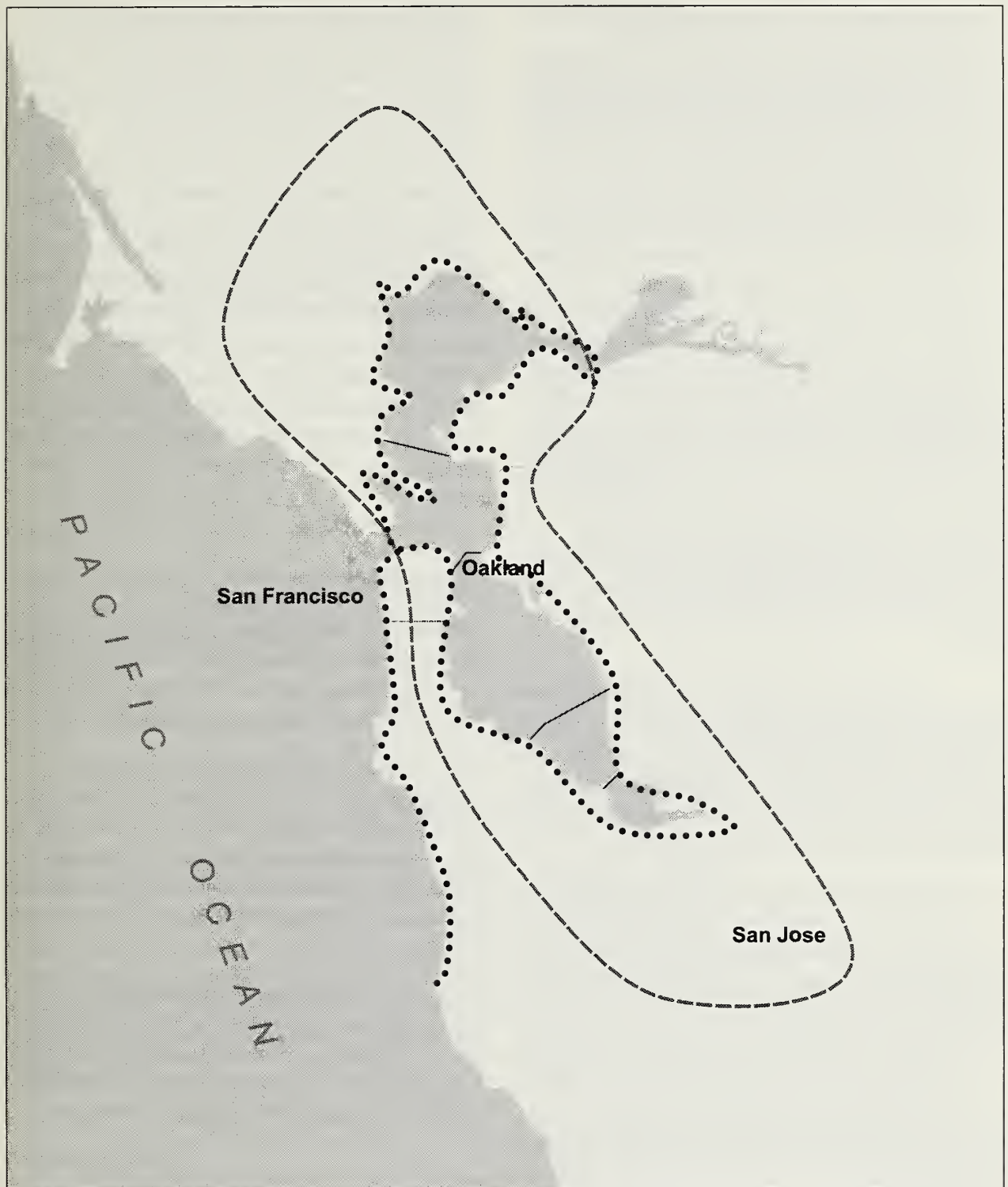
Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.



REMOTE PARKING PLAN

Map 4

- Regional Bus Transit Service (AC, Golden Gate, SamTrans, etc.)
- BART
- Caltrain
- BART, CalTrain Extensions
- Ferries
- Remote Parking Concept: Existing and Future Opportunities



REGIONAL TRAILS PLAN

Map 5

- Ridge Trail
- Bay, Coast Trail

CONGESTION MANAGEMENT

With the increase in complex commuting patterns created by decentralization and reverse commuting in the Bay Area, such problems as traffic congestion and deteriorating air quality have become more severe. State legislation requires that each urban county develop a Congestion Management Program to address these problems. Under the Program, all incorporated jurisdictions within each county are required to develop and implement a Trip Reduction Ordinance, which calls for employers to implement measures designed to reduce the total number of private automobiles. San Francisco recognizes that one effective way to reduce the number of single-occupancy vehicle trips is through a cooperative effort between local jurisdictions and both large and medium-size employers. In addition, the city recognizes that transportation involves the movement of people, rather than vehicles only. Methods of measuring the performance of the city's transportation system should reflect this concept.

The Transit First policy, adopted by the San Francisco Board of Supervisors in 1973, anticipated state and regional strategies to mitigate the problems of traffic congestion. In addition, three other transportation planning strategies are applied to identify and avoid potential transportation deficiencies:

- Transportation Demand Management (TDM) - a coherent set of policies and programs designed to improve the efficiency of the transportation system by managing the demand for transportation facilities and services;
- Transportation Systems Management (TSM) - the application of construction, operational and institutional actions to make the most productive and cost-effective use of existing facilities and services; and
- Parking Management - a set of measures designed to discourage the use of single occupant vehicles; parking availability is closely tied to pricing controls and preferential treatment of rideshare vehicles.

Transportation Performance Measures

In order to address deficiencies in the transportation system, which includes transit systems, streets, sidewalks and parking and loading facilities, decision makers rely on certain measurements of the system's performance. Traditionally, transportation performance was measured by the level of service at street intersections or the number of miles travelled per vehicle -- measures that dealt primarily with motor vehicles. However, these methods of measurement are not well-suited for measuring the performance of alternative modes of transportation to the automobile, such as transit, walking or bicycling. In San Francisco, these alternative modes are not only desirable, they are the primary means of transportation for many types of trips.

OBJECTIVE 10

DEVELOP AND EMPLOY METHODS OF MEASURING THE PERFORMANCE OF THE CITY'S TRANSPORTATION SYSTEM THAT RESPOND TO ITS MULTI-MODAL NATURE.

POLICY 10.1

Assess the performance of the city's transportation system by measuring the movement of people and goods rather than merely the movement of vehicles.

There are a variety of indexes that measure the comprehensive variety of travel modes in San Francisco better than Level Of Service or Vehicle-Miles of Travel, including Modal Split, Person Throughput, Accessibility (proximity of people to activities).

POLICY 10.2

Employ performance measures that address the problems of transportation deficiencies.

Congestion in itself is better perceived as a problem when the specific results are considered, such as hours of delay and the volume of air pollution emissions.

POLICY 10. 3

Employ methods that are easily measured, understandable, and useful both for determining the level of deficiency and for comparing alternatives with existing forecasting tools.

As such, the measurements would be of greater value to decision makers, engineers and concerned community members.

POLICY 10. 4

Consider the transportation system performance measurements in all decisions for projects that affect the transportation system.

Transit First

The Transit First policy is aimed at restoring balance to a transportation system long dominated by the automobile, and improving overall mobility for all residents and visitors when reliance chiefly on the automobile would result in severe transportation deficiencies. It encourages multi-modalism, the use of transit and other alternatives to the single-occupant vehicle as modes of transportation, and gives priority to the maintenance and expansion of the local transit system and the improvement of regional transit coordination.

OBJECTIVE 11

ESTABLISH PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

POLICY 11. 1

Maintain and improve the Transit Preferential Streets program to make transit more attractive and viable as a primary means of travel.

The Transit Preferential Streets program includes measures to improve transit vehicle speeds and to minimize the restraints of traffic on transit operations.

POLICY 11. 2

Continue to favor investment in transit infrastructure and services over investment in highway development and other facilities that accommodate the automobile.

Every decision to direct expenditures toward improving congestion and parking conditions should first consider the improvement of transit operations.

POLICY 11. 3

Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

POLICY 11. 4

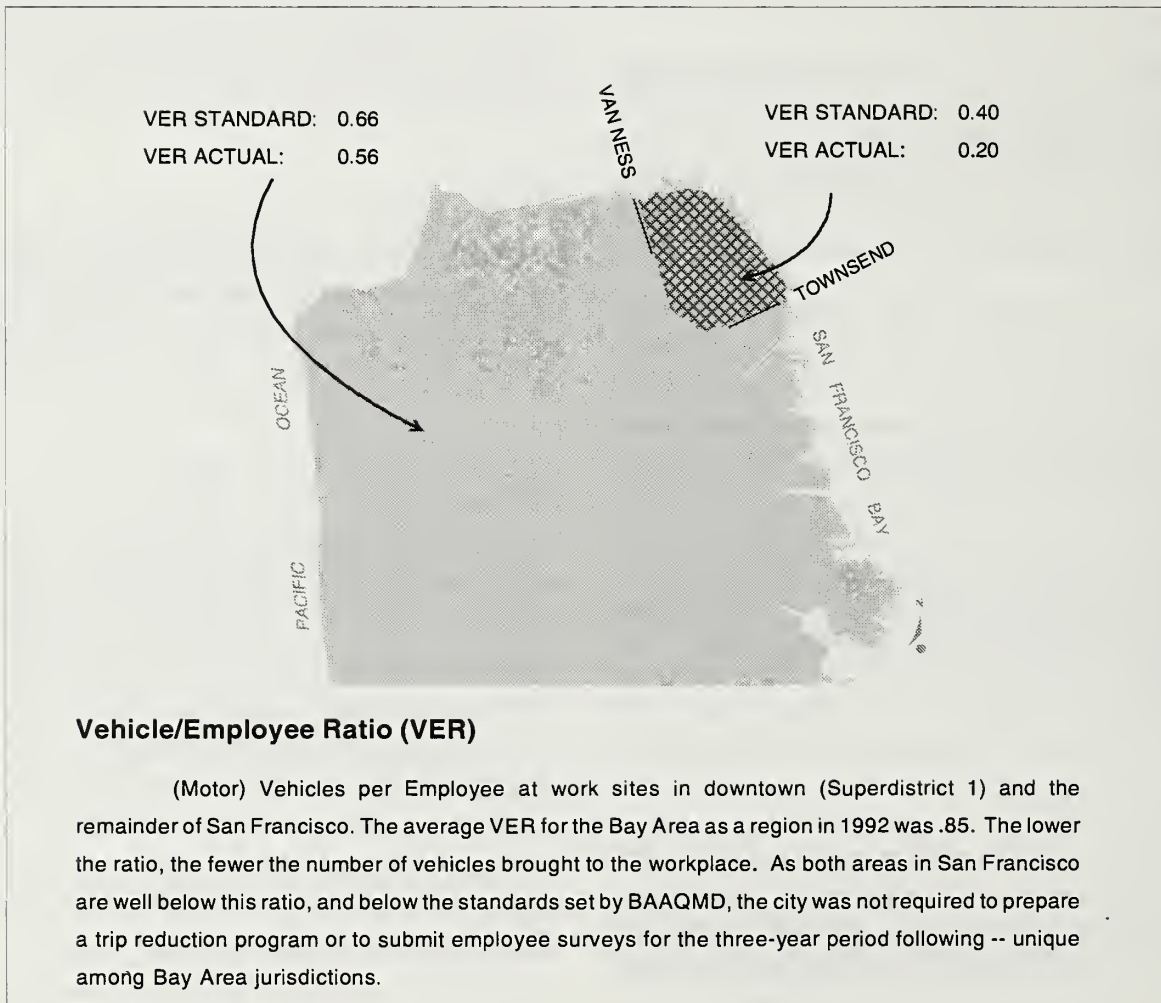
Encourage the development of one or more multi-service transportation outlets at transit-accessible locations for the sale of transit fare instruments and the provision of other kinds of trip information.

Convenience should be the primary factor in locating and operating the multi-service center. Transit patrons should be able to use the center without having to exit or enter faregates, and transit fare instruments should be made available for all modes of transit.

Transportation Demand Management

The purpose of Transportation Demand Management (TDM) is to reduce the number of private automobile trips and to bring about an overall reduction in automobile dependency through education, assistance and incentives. TDM strategies are most successful where they are integrated with land use policies and where the private and public sectors both assist individuals in managing their travel needs. The implementation and administration of these programs should be streamlined to ensure a maximum level of coordination between the public and private sectors.

The diagram below illustrates the ratio of vehicles to employees (VER) at workplaces of 100 or more employees. The lower the ratio, the fewer the number of vehicles brought to the workplace. The VER was obtained from a survey of two general areas of San Francisco: greater downtown and the rest of the city. Also shown are the VER standards set by the Bay Area Air Quality Management District (BAAQMD) for San Francisco. In comparison with the standards set for the city, and with the Bay Area as a whole, San Francisco has been successful in keeping its VER low. The TDM policies of this Element are intended to maintain and further San Francisco's accomplishments in promoting commuting alternatives to the private automobile. Also, TDM programs should be expanded from primarily downtown to large employers citywide.



OBJECTIVE 12

DEVELOP AND IMPLEMENT PROGRAMS IN THE PUBLIC AND PRIVATE SECTORS, WHICH WILL SUPPORT CONGESTION MANAGEMENT AND AIR QUALITY OBJECTIVES, MAINTAIN MOBILITY AND ENHANCE BUSINESS VITALITY AT MINIMUM COST.

POLICY 12. 1

Develop and implement strategies which provide incentives for individuals to use public transit, ridesharing, bicycling and walking to the best advantage, thereby reducing the number of single occupant auto trips.

Such strategies may include the provision of secure bicycle parking and shower facilities for bicyclists and walkers, subsidized transit passes, and "cash-out" parking programs for persons who do not drive to facilities where automobile parking is subsidized.

POLICY 12. 2

Build on successful efforts implemented at numerous private sector worksites, such as the downtown Transportation Brokerage Program and voluntary programs, and adapt such programs for application in new areas as appropriate.

POLICY 12. 3

Implement private and public sector TDM programs which support each other and explore opportunities for private-public responsibility in program implementation.

POLICY 12. 4

Encourage private and public sector cooperation in the promotion of alternative work programs designed to reduce congestion and the number of automobile trips.

Telecommuting and work-at-home programs can help achieve the desired traffic reductions. Flex-time policies must include coordination with the provision of transit services to assure that an alternative work schedule does not result in an increase in the number of automobile trips.

POLICY 12. 5

Phase program implementation in a manner that is most cost effective, and most reasonable in terms of the availability of alternative travel modes and types of trips to be served.

POLICY 12. 6

Maximize the utilization of existing sources of revenue targeted or available for program implementation and monitoring to offset additional funding requirements.

POLICY 12. 7

Promote coordination between providers of transportation management services, where possible, to enhance the quality of individual programs.

POLICY 12. 8

Encourage the creation of Transportation Management Associations where specific needs are identified and coordination with other similar associations and agencies is pursued.

OBJECTIVE 13

PROMOTE THE DEVELOPMENT OF MARKETING STRATEGIES THAT ENCOURAGE AND FACILITATE THE USE OF TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE FOR SHOPPING, RECREATION, CULTURAL AND OTHER NON-WORK TRIPS.

POLICY 13. 1

Encourage the use of alternatives to the automobile for all age groups in the advertisement of business, recreational and cultural attractions by identifying their proximity to transit facilities and significant landmarks.



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POLICY 13. 2

Promote the identification of core fixed guideway and regional transit lines, such as BART, Muni Metro, cable car, CalTrain and ferry lines, on maps and literature designed for tourists and visitors.

POLICY 13. 3

Use Transit Centers and Visitor Information Centers for the promotion of transit services and the distribution of transit service information.

Transportation Systems Management

Transportation Systems Management (TSM) alternatives are designed to address current transportation system needs through more efficient use of existing transportation facilities. TSM strategies manage the demand and optimize the supply of existing resources to achieve transportation-related goals, and

attempt to improve efficiency through the provision of more frequent transit service or the enhancement of transit operating conditions.

OBJECTIVE 14

DEVELOP AND IMPLEMENT A PLAN FOR OPERATIONAL CHANGES AND LAND USE POLICIES THAT WILL MAINTAIN MOBILITY AND SAFETY DESPITE A RISE IN TRAVEL DEMAND THAT COULD OTHERWISE RESULT IN SYSTEM CAPACITY DEFICIENCIES.

POLICY 14. 1

Reduce road congestion on arterials through the implementation of traffic control strategies, such as signal-light synchronization and turn controls, that improve vehicular flow without impeding movement for pedestrians and bicyclists.

POLICY 14. 2

Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multi-modal transportation system.

POLICY 14. 3

Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.

POLICY 14. 4

Reduce congestion by encouraging alternatives to the single occupant auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.

POLICY 14. 5

Encourage the use of alternative fuels for City vehicles, transit vehicles and as feasible, any other motor vehicles as a means of reducing toxic automobile emissions and conserving energy.

POLICY 14. 6

Reduce peak period congestion through the promotion of flexible work schedules at worksites throughout the City.

POLICY 14. 7

Encourage the use of transit and other alternatives modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritizes access from these modes.

OBJECTIVE 15

ENCOURAGE ALTERNATIVES TO THE AUTOMOBILE AND REDUCED TRAFFIC LEVELS ON RESIDENTIAL STREETS THAT SUFFER FROM EXCESSIVE TRAFFIC THROUGH THE MANAGEMENT OF TRANSPORTATION SYSTEMS AND FACILITIES.

POLICY 15. 1

Discourage excessive automobile traffic on residential streets by incorporating traffic-calming treatments.

Such treatments may include signalization and signage changes that favor other modes of transportation, widened sidewalks, landscape strips, bicycle lanes or transit stops, bicycle-and-transit friendly speed bumps, or reduced traffic speeds.

POLICY 15. 2

Consider partial closure of certain residential streets to automobile traffic where the nature and level of automobile traffic impairs livability and safety, provided that there is an abundance of alternative routes such that the closure will not create undue congestion on parallel streets.

Parking Management

Parking management is one of the most effective employer-based strategies for reducing vehicle trips and increasing employee use of alternative modes. In San Francisco, employers have mitigated congestion and air quality and benefitted financially by implementing mandatory and voluntary parking management programs. With these congestion management policies, the downtown parking supply is adequate to satisfy demand for long-term and short-term needs. Given the sheer density of development, any increase in parking supply within the downtown will lead to further traffic congestion and the negative impacts associated with it.

OBJECTIVE 16

DEVELOP AND IMPLEMENT PROGRAMS THAT WILL EFFICIENTLY MANAGE THE SUPPLY OF PARKING AT EMPLOYMENT CENTERS THROUGHOUT THE CITY SO AS TO DISCOURAGE SINGLE-OCCUPANT RIDERSHIP AND ENCOURAGE RIDESHARING, TRANSIT AND OTHER ALTERNATIVES TO THE SINGLE-OCCUPANT AUTOMOBILE.

POLICY 16. 1

Reduce parking demand through the provision of comprehensive information that encourages the use of alternative modes of transportation.

POLICY 16. 2

Reduce parking demand where parking is subsidized by employers with "cash-out" programs in which the equivalency of the cost of subsidized parking is offered to those employees who do not use the parking facilities.

POLICY 16. 3

Reduce parking demand through the provision of incentives for the use of carpools and vanpools at new and existing parking facilities throughout the City.

POLICY 16. 4

Manage parking demand through appropriate pricing policies including the use of premium rates near employment centers well-served by transit, walking and bicycling, and progressive rate structures to encourage turnover and the efficient use of parking.

POLICY 16. 5

Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses.

POLICY 16. 6

Encourage alternatives to the private automobile by locating public transit access and ride-share vehicle and bicycle parking at more close-in and convenient locations on-site, and by locating parking facilities for single-occupant vehicles more remotely.

OBJECTIVE 17

DEVELOP AND IMPLEMENT PARKING MANAGEMENT PROGRAMS IN THE DOWNTOWN THAT WILL PROVIDE ALTERNATIVES ENCOURAGING THE EFFICIENT USE OF THE AREA'S LIMITED PARKING SUPPLY AND ABUNDANT TRANSIT SERVICES.

POLICY 17. 1

Discourage the provision of new long-term parking downtown and near major employment centers.

POLICY 17. 2

Encourage collaboration and cooperation between property owners, neighboring uses and developers to allow for the most efficient use of existing and new parking facilities.

There is an abundance of off-street parking facilities in the downtown area that are only heavily used during conventional working hours. Activities for which off-street parking is desired that occur after or before this period should be accommodated through agreements that allow a more efficient use of existing facilities.

VEHICLE CIRCULATION

OBJECTIVE 18

ESTABLISH A STREET HIERARCHY SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

There should be a hierarchical system of streets functioning in accordance with the planned movement of vehicles and the management of congestion. Street design, capacity and treatment should be a direct manifestation of the streets intended use in satisfying both present and prospective travel demand, and also its non-traffic purposes such as open space and pedestrian movement. It is recognized that in some cases it will be necessary to determine a maximum level of traffic for which street capacity will be provided, implying a tolerable level of congestion as a constraint, if other objectives of the city are to be attained.

Safety and livability along the city streets are primary concerns. This element seeks to balance the needs for vehicle circulation in the provision for through traffic on major arterials and discouragement of it on local streets, particularly residential streets. The following factors determine the selection of major and secondary arterials:

- The width of the right-of-way relative to traffic capacity required;
- The extent of transit use on the street;
- Land uses bordering the street;
- Safety of the street for moderate- and high-speed traffic, and the ability to "calm" traffic where appropriate;
- The relation of the street to the definition of the neighborhood by its residents;
- The presence or absence of conflicts caused by driveways, parking, and deliveries to commercial uses.

Certain streets, such as Geary Boulevard, Van Ness Avenue, Columbus Avenue and The Embarcadero, are important to more than one mode of transportation,

and a balance of transportation systems must be maintained. Even with ample right-of-way width, the ability of these streets to be all things to all users is inherently compromised. Special attention, including the allocation of resources, the range of treatments and the long-term improvement strategies, should be given to achieve the desired balance on these streets.

POLICY 18. 1

Wherever feasible, divert through automobile and commercial traffic from residential neighborhoods onto major and secondary arterials, and limit major arterials to nonresidential streets wherever possible.

Major and secondary arterials are to carry traffic among districts in the city. Local streets are intended only to provide access to and from homes and other uses within each neighborhood. However, many residential streets function as major or secondary arterials, and because there are no other alternatives, the function of these streets is needed to prevent traffic from spreading onto other residential streets. In such cases, buffering measures such as landscaping in sidewalks and medians should be taken to mitigate the impacts of traffic.

POLICY 18. 2

Design streets for a level of traffic that serves, but will not cause a detrimental impact on adjacent land uses.

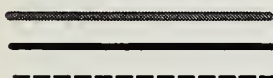
The need for traffic carriers must be balanced against the adverse effects of heavy traffic on the use of adjacent land and the quality of the environment. The needs of residents for peace and quiet, safety from harm, and useful open space must be given consideration. Each area and each street of the city have different characteristics which determine the level of traffic which can be absorbed without serious adverse impacts. The following factors should be the basis for a judgment on the acceptable levels of traffic on a specific street:



CONGESTION MANAGEMENT NETWORK

Map 7

CMP Network Streets



Freeway
Major Arterial
Transit Conflict Street



METROPOLITAN TRANSPORTATION SYSTEM (MTS): Streets and Highways

Map 8

- MTS Recreational Street
- Other MTS Streets, Highways and Freeways

TABLE 1: CLASSIFICATION OF ELEMENTS IN VEHICLE CIRCULATION PLAN**Freeways**

Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

Major Arterials

Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

Transit Conflict Streets

Streets with a primary transit function which are not classified as major arterials but experience significant conflicts with automobile traffic.

Secondary Arterials

Primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major arterial system.

Recreational Street

A special category of street whose major function is to provide for slow pleasure drives and cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.

Collector Streets

Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary arterials. To be identified in area plans.

Local Streets

All other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

Congestion Management (CMP) Network

The network of freeways, state highways and major arterials established in accordance with state Congestion Management legislation. Transit Conflict Streets are included in this network as well.

Metropolitan Transportation System (MTS) Streets, Highways and Freight Network

A regional network for San Francisco of freeways, major and secondary arterials, transit conflict and recreational streets meeting nine criteria developed by the Metropolitan Transportation Commission as part of the Regional Transportation Plan. The criteria identify facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand and serve a regional transportation function. Due to the specific nature of the criteria, the MTS street and highway network is generally consistent with, but not identical to, the CMP network.

Relationship Between Function and Physical Design

No rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major arterials. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.

TABLE 2: DESIGN GUIDELINES FOR STREETS

Major and Secondary Arterials

Where residential uses abut on major and secondary arterials, they should be screened visually and physically wherever possible.

A consistent pattern of trees at regular intervals should be used to identify major streets.

Medians should be landscaped with attention given not to diminish the safety and sightlines of traffic, especially at intersections.

Extensive buffers should be used to separate busy arterials from active pedestrian areas.

Sufficient space should be provided in the right-of-way to allow safe bicycle movement on all city streets.

The brightness (apparent illumination) of street lighting should be greater than on residential streets and the color or hue different from that on residential streets.

Destination information should be concentrated on major streets with signs used to route traffic on the major streets system.

Local Residential Streets

Excessive traffic speeds and volumes should be restricted and discouraged by every means possible.

Where possible, vehicular access directly to and from local streets should be from other than major arterials, e.g., via a secondary arterial or collector street.

When alternate access is possible, residences should not access to major arterials.

Local streets, other than collectors, should be primarily for access to residences and to serve for emergency vehicles; pedestrian-dominant streets with the maximum feasible amount of street space devoted to environmental amenities desired and needed by the residents.

Residential streets should be well-lighted without being excessively bright.

Sufficient space should be provided in the right-of-way to allow safe bicycle movement on all city streets.

Intersections

Street width, traffic controls, destination and route information and illumination should be maximized at the intersection of two major arterials.

Two intersecting residential streets should have minimal roadway width, wide sidewalks and no change in illumination from that on the streets themselves.

Intersections of residential streets and major arterials that are not transit corridors should be minimized; where they must intersect, cross and left-turn movements should be limited by curb alignments or medians.

TABLE 3: GUIDE TO THE VEHICLE CIRCULATION PLAN

NOTE: This section refers to the **Vehicle Circulation Plan** map. Except where indicated no increase in the vehicular capacity of any thoroughfare is intended.

Bernal Heights Boulevard

This boulevard should function as a recreational street, with emphasis on pedestrian and bicycle use and with minimal auto capacity.

Central Freeway

Alternatives to retrofitting the portion north of Mission Street should address and resolve the urban design, street livability (especially Oak, Fell and Laguna) and environmental problems created by the existing viaduct.

Cross-Over Drive

There should be no connection with John F. Kennedy Drive. The Drive should be redesigned to minimize its intrusion in the Park, with a capacity similar to Park-Presidio Boulevard, and should be carefully aligned to avoid tree removal.

Doyle Drive

This road should be improved for greater safety and minimal conflict with the recreational and scenic values of the Presidio; design capacity should be no greater than three lanes in each direction.

The Embarcadero

The roadway between Mission Bay and North Point Streets is being reconstructed as an attractive landscaped roadway having at least two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use.

Frederick Street

If Kezar Drive is reconfigured, this street would no longer be required for truck traffic and should be changed to a local street function.

Geary Boulevard

To the extent possible most east-west travel in the Western Addition and Inner Richmond should be channeled onto this street to divert traffic from nearby residential streets. Employing TSM measures at key intersections and improved left-turn connections are desirable.

Gough Street

This street should not be widened or made unidirectional north of Pine Street.

Great Highway

The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic, bicycles and safe pedestrian crossings.

Guerrero Street

Although Guerrero, Valencia and South Van Ness serve as major and secondary arterials at the present, the improvement of transit service should be accompanied by steps to reduce through traffic and make these streets more compatible with residential uses.

Harney Way

Proposed to serve Candlestick Park, Hunter's Point and new freight, commercial and recreational development. Refer to South Bayshore and Hunter's Point Naval Shipyard Conversion Plan.

John F. Kennedy Drive

Through, non-park automobile traffic on this recreational drive should be eliminated.

Kezar Drive

This road should be reconfigured to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couple.

Market Street

This street should be no more than four through traffic lanes between Octavia and Castro Streets.

Nineteenth Avenue

This heavily trafficked street should be landscaped as a parkway with the same capacity. Simultaneous measures should be taken to maintain the low levels of through traffic on parallel streets.

OShaughnessy Boulevard

Functionally, this route must provide for crosstown movements; in design, it should remain a scenic-recreational drive, not intended for heavy traffic.

Pine Street-Bush Street

As transit service in the corridor is improved, priority should be given to calming traffic and landscaping along these residential streets west of Van Ness Avenue.

Valencia Street

This street should act as a neighborhood collector street as well as a principal bicycle arterial.

- The predominance of land uses fronting the street;
- The distance between the curb and building line established by sidewalk width or setback;
- The presence or absence of buffering between street and building in the form of landscaping, change in elevation, or similar condition;
- The level of pedestrian and bicycle traffic;
- The proportion of the street which is residential in land use;
- Whether residences face the street;
- The presence of hospitals, schools, parks, or similar facilities on or near the street.

The widening of streets at the expense of sidewalks or of setbacks should not occur where space is necessary for pedestrian movement, buffering from noise, useful open space and landscaping. This is especially true in densely populated neighborhoods with little public or private open space. No additional sidewalk narrowings, tow-away zones and one-way streets should be instituted in a residential neighborhood if it would compromise the safety and comfort of the pedestrian resident. Existing towaway lanes should be phased out if they present a hazard to pedestrian safety. In addition, widening of streets should not occur at the expense of bicycle travel. The roadway space needed by bicyclists, whether between the line of traffic and the curb or the line of on-street parking, varies between four and six feet. The needs of bicyclists must be considered wherever the curb lane is proposed to be narrowed. Street restripings and widenings may be appropriate in industrial areas where access for oversize freight vehicles is important, but these projects should not reduce or eliminate the efficient movement of transit vehicles and bicycles.

POLICY 18. 3

The existing single-occupant vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced if needed to increase the capacity for high-occupancy vehicles, transit and other alternative means

of commuting, and for the safe and efficient movement of freight trucks.

It is recognized that provision for further vehicular access into the city would conflict with the environmental objectives of the city, overload the city street system, and jeopardize the city's commitment to mass transit. This policy allows for the introduction of exclusive transit, bike and carpool/vanpool lanes on bridges, highways and freeways where these lanes are compatible with the overall transportation system's needs.

POLICY 18. 4

Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement, including:

- Sidewalk bulbs and widenings at intersections and street entrances;
- Lane off-sets and traffic bumps;
- Narrowed traffic lanes with trees, landscaping and seating areas; and
- colored and/or textured sidewalks and crosswalks.

POLICY 18. 5

Mitigate and reduce the impacts of automobile traffic in and around parks and along shoreline recreation areas.

Streets in large parks, around small parks and along recreational parts of the shoreline should function primarily for access to recreational facilities and for scenic driving, not as thoroughfares. Heavy or fast surface traffic endangers pedestrians and cyclists, cuts off access to recreation and reduces the pleasure of being in parks by causing noise, pollution and visual disharmony. Excessive automobile traffic also inhibits the movement of freight rail, freight and delivery trucks and vans that supporting the maritime uses along the waterfront. Pedestrian entrances to parks should be at street intersections to the extent possible.

POLICY 18. 6

Use the Street Hierarchy System of the Transportation Element as the foundation for any national, state, regional and local network of streets and highways in San Francisco.

The Street Hierarchy System of the Transportation Element incorporates the CMP and MTS networks, which were developed with the cooperation of local, regional and state agencies and representatives. Any future classification of streets and highways should reflect the structure of the hierarchy system of this document.

OBJECTIVE 19

PROVIDE FOR CONVENIENT MOVEMENT AMONG DISTRICTS IN THE CITY DURING OFF-PEAK TRAVEL PERIODS AND SAFE TRAFFIC MOVEMENT AT ALL TIMES.

The intent is to provide a convenient vehicular system of streets and arterials which function well in meeting normal traffic demands, especially those included in the Congestion Management Plan. At the same time it is recognized that congestion can never be eliminated completely, especially during periods of peak demand.

POLICY 19. 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major arterials.

Excessive numbers of intersections on major arterials reduce the average speed of traffic and encourage use of local streets for through movements. Cross traffic should be eliminated, where possible, if needed to speed the flow of traffic on the arterials intended to carry the bulk of inter-district travel and to reduce accidents. In some cases, where two major arterials meet, it may be necessary to create grade separations to avoid conflicts. However, measures to minimize this conflict that are less costly and disruptive should be used wherever possible.

Traffic signal synchronization and roadway vehicle detectors should be used to reduce traffic congestion on major arterials. At the same time, use of regulatory devices along local streets will discourage through traffic when a good signal system is in effect on the major arterials. Lane striping, curb cuts, parking configurations and service roads or lanes should provide for access in a manner that will not conflict with through traffic flows.

POLICY 19. 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

Various measures can be taken to reduce accidents, especially those involving serious personal injury. In some cases redesign of the roadway and of intersections to reduce conflicts between vehicles, bicyclists and pedestrians is required; in others all that is necessary is to improve clarity of signs and of routing so that there is less driver uncertainty and hesitation.

POLICY 20. 9**Improve inter-district and intra-district transit service.**

During non-peak hours, while travel to downtown for shopping and entertainment is still substantial, there is much more travel between and within districts in the city. In a "grid" network of transit services, the potential to improve inter- and intra-district transit travel relies on improving certain important cross-town lines. Transit service on these lines should be frequent, well-coordinated with other transit services and corridors, and as quick and direct as possible.

POLICY 20. 10**Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.**

Transportation is a public service not unlike street lighting, sewage service or fire protection. Nearly all transportation is subsidized to some degree with public funds. It is no more reasonable to expect transit to "pay its way" with the fare box than it is to expect streets to pay their way. Overly expensive transit fares, in comparison with the indirect taxes imposed on automobile use, discourage transit use.

POLICY 20. 11**Promote the electrification of bus operation.**

Electric trolley buses are cleaner, quieter and often faster than diesel buses. In planning for the conversion of bus operation, consideration should be given to topography, bus operation in traffic, air quality, noise and visual impacts of the overhead wires.

POLICY 20. 12

Use the Transit Preferential Street network as the foundation for any national, state, regional or local transit street hierarchy system in San Francisco.

A coordinated effort by different transportation and planning agencies and advocates has led to the criteria and standards established to develop the TPS network. This network should be reflected in any future development of transit street hierarchies.

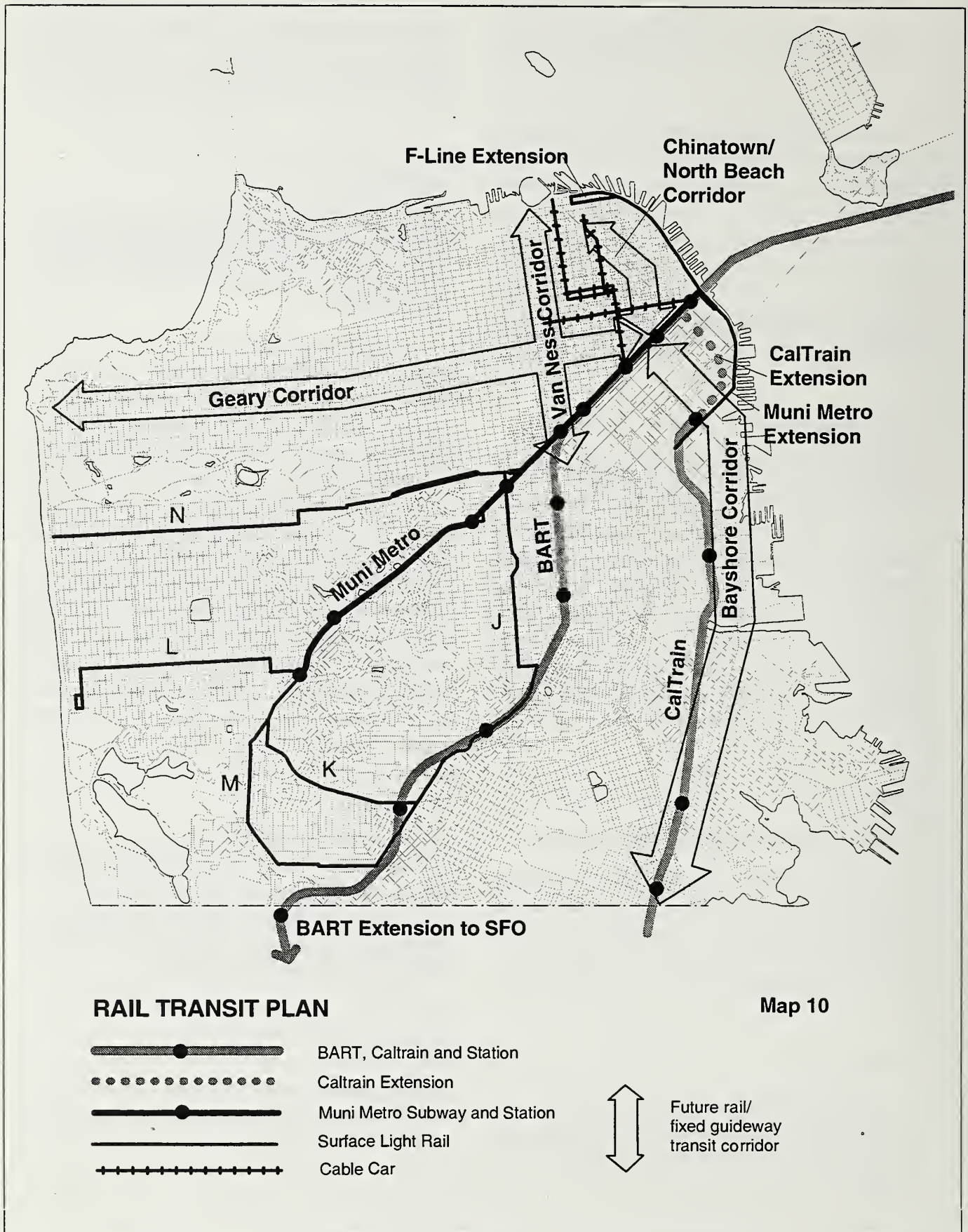
OBJECTIVE 21**DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.**

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means of equal convenience and greater efficiency is required, not only to downtown, but also among all major activity centers. While direct service is available from almost all parts of the city to downtown, travel is often slow and vehicles are overcrowded during the peak hours. Crowding can never be eliminated completely. However, it is important for continued patronage that transit service, from feeder buses to regional trunklines, accommodate basic ridership comfort in conformance with the service standard ratio of passengers to seats for each operator and type of transit vehicle. Travel to downtown should be possible in less than 30 minutes from all parts of the city. This can be achieved with express buses, exclusive bus lanes, and construction and expansion of rapid transit lines along major corridors.

The use of transit to travel between the suburbs and downtown and other major centers in the city can only become primary with the development of a good regional transit system connecting downtown to other parts of the region. Existing regional rail lines should be expanded where feasible.

POLICY 21. 1

Provide transit service from residential areas to major employment centers outside the downtown area.



Reverse commuting to areas other than downtown is expected to increase and place new requirements on the transit system. The city should pursue means of providing this transit for residents where it is not available.



POLICY 21. 2

Where a high level of transit ridership or potential ridership exists along a corridor, existing transit service or technology should be upgraded to attract and accommodate riders.

POLICY 21. 3

Make future rail transit extensions in the city compatible with existing BART, CalTrain or Muni rail lines.

In order to ensure potential linkages, interchange of vehicles and cost savings, new rail transit lines should be of the same basic type as either the BART, CalTrain or Muni systems, depending on the potential link. Special systems, such as cable cars or other limited service facilities, need not be compatible.

POLICY 21. 4

Provide for improved connectivity and potential facility expansion where any two fixed-guideway transit corridors connect.

The development of any rail or fixed-guideway transit corridor requires a significant capital investment and often results in surface disruption during construction. While the Citywide Rail Transit Plan proposes several new rail transit corridors, it is unlikely that all planned transit corridors will be built at the same time. To facilitate future corridor expansion, reduce long-term costs and minimize future disruptions, provisions should be made where two or more planned corridors intersect to accommodate the later development of the corridors.

POLICY 21. 5

Facilitate and continue ferries and other forms of water-based transportation as an alternative mode of transit between San Francisco and other communities along the Bay, and between points along the waterfront within San Francisco.

Since the Loma Prieta earthquake, ferry service has resumed between San Francisco and the East Bay. Commuter ferries now provide service between San Francisco and Vallejo, Larkspur, Tiburon, Sausalito, Oakland and two points in Alameda. They help reduce traffic congestion while providing a pleasant and useful alternative to a number of commuters who might otherwise choose to drive, and should be promoted in accordance with the recommendations of MTC's Regional Ferry Plan and any future local and regional transit expansion programs.

POLICY 21. 6

Establish frequent and convenient transit service, including water-based transit, to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

It is important to promote transit as the primary mode of transportation to sports, cultural and other heavily attended events. Certain popular destinations, such as the Zoo, Golden Gate Park and Yerba Buena Gardens, are well-served by transit. The future recreational and cultural uses for the Presidio, Hunter's Point and Treasure Island are likely to need expanded

landside and water transit to relieve congestion. The objective should be increased access to these places for those without cars; and reduced noise, pollution, and congestion when those with cars use transit.

POLICY 21. 7

Make convenient transfers between transit lines, systems and modes possible by establishing common or closely located terminals for local and regional transit systems and by coordinating fares and schedules.

POLICY 21. 8

Bridges and freeways should have exclusive transit lanes where significant transit service is provided by transit .

Transit lines can provide more efficient service by operating on their own rights-of-way. These can be instituted on bridges and freeways leading into the city, and interconnect, where feasible, with a system of exclusive transit lanes or transit priority street treatments within the city.

POLICY 21. 9

Improve pedestrian and bicycle access to transit facilities.

Pedestrian access to and from major destinations and the serving transit facility should be direct and uncomplicated. Bicyclists should be accommodated on regional and trunkline transit vehicles wherever feasible, and at stations through the provision of storage lockers and/or secured bicycle parking.

POLICY 21. 10

Ensure passenger and operator safety in the design and operation of transit vehicles and station facilities.

POLICY 21. 11

Ensure the maintenance and efficient operation of the fleet of transit vehicles.

Consideration should be given with every transportation system funding and development decision to maintaining and operating transit vehicles and the facilities that support them.

OBJECTIVE 22

DEVELOP AND IMPROVE DEMAND-RESPONSIVE TRANSIT SYSTEMS AS A SUPPLEMENT TO REGULAR TRANSIT SERVICES.

POLICY 22. 1

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists but for many residents in the city who use taxis for particular trips when regular transit service is inconvenient. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares. The feasibility of water taxis connecting major attractions along the waterfront should be explored.

POLICY 22. 2

Consider possibilities for supplementary, privately operated transit services.

There are areas of the city where private operators might find it profitable to provide transit service for inter-district and intra-district travel, and they should be encouraged to do so.

POLICY 22. 3

Guarantee complete and comprehensive transit service and facilities that are accessible to all riders, including those with mobility impairments.

PEDESTRIAN

The close-knit urban fabric of San Francisco, combined with the dramatic hills and sweeping vistas, makes walking an ideal mode for exploring and moving about the city. In a dense city such as San Francisco, the sidewalk is a vital source of open space, a refuge for sun and air. It is the space that everyone shares, the place in which the entire spectrum of urban life is encountered and experienced, for better or for worse. Since everyone is a pedestrian at one point or another, the sidewalk provides a strong sense of the overall image of the city.

Over much of the twentieth century, the priority given to traffic concerns has contributed to the significant degradation of the pedestrian environment. Freeways were built, streets were widened, and pedestrian crossings were eliminated. Peak-hour tow away traffic lanes were established on busy pedestrian streets, creating a hazardous situation where automobiles speed past within a few feet of overcrowded sidewalks.

The purpose of this section is to address pedestrian issues and to provide direction and policy that ensures pedestrian movement in the city is safe, convenient and pleasant, in recognition that pedestrian travel is an important component of the transportation system, especially in this transit-oriented city.

OBJECTIVE 23

IMPROVE THE CITY'S PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR EFFICIENT, PLEASANT, AND SAFE MOVEMENT.



POLICY 23. 1

Provide sufficient pedestrian movement space with a minimum of pedestrian congestion in accordance with a pedestrian street classification system.

POLICY 23. 2

Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested and where residential densities are high.

Wider sidewalks provide more pedestrian space and also permit more pedestrian amenities. In high-density residential and recreational areas, sidewalks are often utilized as open space, and should be designed and built to accommodate such a use. A good example of this type of sidewalk construction is in Duboce Triangle.



POLICY 23. 3

Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks and forcing indirect crossings to accommodate automobile traffic.

POLICY 23. 4

Tow-away lanes should not be approved, and removal should be considered, if they impair existing and potential pedestrian usage and level of service on abutting sidewalks, as well as the needs of transit operation on the street.

POLICY 23. 5

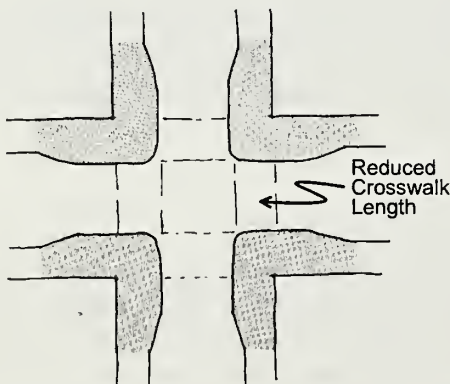
Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed width that allows for passage of people, strollers and wheelchairs.



POLICY 23. 6

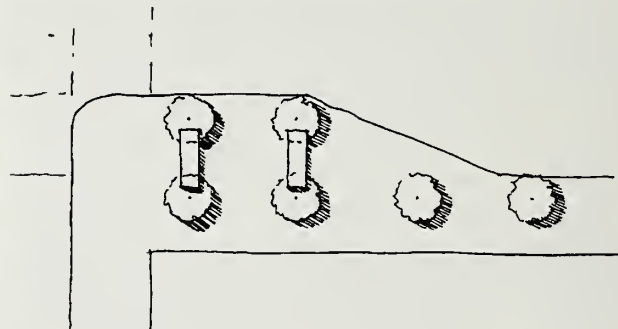
Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.

Appropriate treatments may include widening sidewalks at corners to provide more pedestrian queuing space and shorter crosswalk distances, especially where streets are wide. Large pedestrian islands should be installed to provide pedestrians with a safe waiting area while crossing where traffic volumes are high and/



or streets are unusually wide. Consideration should be given to bicycle movement and the efficient operation of transit service in sidewalk widenings.

Corner bulbs reduce the crossing distance and provide more corner queuing space. The reduced crossing distance makes crossing safer, while the increased queuing area reduces the corner overcrowding that often spills into the street. Care should be taken not to constrain the movement of bicycles and transit vehicles in the design of sidewalk bulbs.



POLICY 23. 7

Ensure safe pedestrian crossings at signaled intersections by providing sufficient time for pedestrians to cross streets at a moderate pace.

The timing and length of traffic signals should be set to provide enough "green" time for all pedestrians to cross streets safely. Timing should account for people using wheelchairs and carriages, where use of curb cuts is necessary for access to the crosswalk from the sidewalk. On wide streets, pedestrian islands should be established as necessary to provide slower-moving pedestrians with some relief and a waiting area. U-turns permitted at intersections with large pedestrian volumes should be reconsidered in the interest of improving pedestrian safety.

POLICY 23. 8

Support pedestrian needs by incorporating them into regular short-range and long-range planning activities for all city and regional agencies and

include pedestrian facility funding in all appropriate funding requests.

Pedestrian issues are affected by decisions in a variety of agencies and need to be considered. A number of local and regional agencies and departments plan transportation projects, which are increasingly developed as multi-modal projects, could incorporate pedestrian improvements. In particular, local and regional mass transit projects must pay particular attention to pedestrian needs, especially at significant transfer points. For many transportation projects, pedestrian improvements could be included with the project for far less than if the pedestrian project was a stand alone project. In general, the larger the project, the more potential to address pedestrian needs.

POLICY 23. 9

Implement the provisions of the Americans with Disabilities Act and the city's curb ramp program to improve pedestrian access for all people.

Consideration of special pedestrian and wheel-chair access should be given to areas and crosswalks where there is a large concentration of elderly and disabled persons.

OBJECTIVE 24

IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.

POLICY 24. 1

Preserve existing historic features such as streetlights and encourage the incorporation of such historic elements in all future streetscape projects.

Historic streetlight removal is an on-going problem in the city as the responsible departments argue that historic streetlights are not worth the expense. Given San Francisco's historic architectural

heritage, we should be protecting more historic elements not removing them.

POLICY 24. 2

Maintain and expand the planting of street trees and the infrastructure to support them.

Street trees are one of the most important elements in creating a liveable streetscape. They provide shade, create a human scale on the street, soften the edge between the building and the street, and serve as a buffer between pedestrian space and the street. Moreover, street trees are an important environmental consideration as they contribute to cleaner air. An appropriate program of irrigation and maintenance should be implemented with street tree planting.



POLICY 24. 3

Install pedestrian-serving street furniture where appropriate.

POLICY 24. 4

Preserve pedestrian-oriented building frontages.

Building frontages that invite people to enter, that provide architectural interest and a sense of scale, and that are transparent enough to provide visual connections to and from the sidewalk help make the pedestrian environment more agreeable and safe.

OBJECTIVE 25**DEVELOP A CITYWIDE PEDESTRIAN NETWORK.****POLICY 25. 1****Create a citywide pedestrian street classification system.**

Similar in scope to the classification systems developed for pedestrians downtown and for automobiles citywide, the system permits directed planning for pedestrian improvements and the designation of pedestrian routes between significant destinations. Also similar to the other systems is the need to balance treatments and priority functions on streets that have an important function as defined by one or more street classification system, such as Van Ness Avenue, Geary Boulevard and The Embarcadero.

The classification system also addresses auto-oriented conditions that conflict with pedestrian travel on pedestrian-priority streets.

TABLE 5: PEDESTRIAN CLASSIFICATION SYSTEM

There are three types of pedestrian streets: Exclusive Pedestrian, Pedestrian-oriented Vehicular, Vehicular Thoroughfare that are manifested in a variety of conditions as outlined below.

Exclusive Pedestrian Street:

Street on which vehicles are not permitted (except for transit vehicles and bicycles).

Pedestrian-oriented Vehicular Street:

Street with vehicular traffic that has significant pedestrian importance. Design treatments and measures to ensure that pedestrians movement remains a primary function should be employed.

Vehicular Street:

A Major Arterial or freeway as identified in the Master Plan. While pedestrian traffic must be accommodated on every street except a freeway, a balance between vehicle and pedestrian movement must be maintained.

POLICY 25. 2

Utilizing the pedestrian street classification system, develop a citywide pedestrian network that includes streets devoted to or primarily oriented to pedestrian use.

This network is composed of existing routes such as the Bay and Ridge trails, stairways, exclusive pedestrian streets, and pedestrian-oriented vehicular streets. The network links important destinations, neighborhood commercial districts, and open spaces.

POLICY 25. 3

Develop design guidelines for pedestrian improvements in Neighborhood Commercial Districts, Residential Districts, and other pedestrian-oriented areas as indicated by the pedestrian street classification plan.

The design guidelines ensure identifiable, pedestrian-oriented treatments for important pedestrian streets and set minimum standards for the placement of pedestrian streetscape elements.

POLICY 25. 4

Maintain a presumption against the use of demand-activated traffic signals on any well-used pedestrian street, and particularly those streets in the Citywide Pedestrian and Neighborhood Networks.

Demand-activated traffic signals favor motor-vehicle traffic over pedestrians, and are relatively uncommon in San Francisco. Where they do occur, the signal must be triggered to secure enough time to cross. Otherwise, only a very short time is allocated -- for cross traffic, not pedestrians. As such, demand-activated traffic signals present an inconvenience to pedestrians and should not be used on streets except where there is no significant pedestrian traffic.

TABLE 6: PEDESTRIAN NETWORK STREETS AND DESIGN GUIDELINES**Citywide Pedestrian Network Street***Definition:*

An inter-neighborhood connection with "citywide significance" includes both exclusive pedestrian and pedestrian-oriented vehicular streets, e.g. Market, California, Van Ness, 24th.

- On a large scale, the Citywide Pedestrian Network connects much of the northern part of the city.
- Includes the Bay, Ridge, and Coast trails (part of a regional system).
- Includes stairways and other exclusive pedestrian walkways.
- Used by commuters, tourists, general public, and recreaters.
- Enhances walking as a primary means of commuting.
- Connects major institutions with transit facilities.

Design Goals.

- Visible marker/connection throughout to tie network together.
- Pedestrian movement is a priority and should not be compromised.
- Minimize conflicts with other modes.
- Priority street for pedestrian improvements (safety, access, aesthetics, and circulation)
- Pedestrian scale and orientation for street improvements and building frontages.
- Use non-obtrusive signage or markers along regional trails (Bay, Ridge and Coast) to alert pedestrians to changes in trail direction, and integrate and make consistent with symbols, markers and signage used throughout the regional system.

Neighborhood Network Street (intra-neighborhood connection)*Definition:*

A neighborhood commercial, residential, or transit street that serves pedestrians from the general vicinity. Some Neighborhood Network Streets may be part of the citywide network, but they are generally oriented towards neighborhood serving uses. Types include exclusive pedestrian and pedestrian-oriented vehicular streets.

■ Neighborhood Commercial Street*Definition:*

A street in a Neighborhood Commercial District as identified in the Master Plan. Predominately commercial use with parking and loading conflicts. e.g. Clement, Castro, West Portal.

Design Goals.

- Maintain at least 4 feet unobstructed width for pedestrian passage.
- Encourage pedestrian-oriented uses.
- Priority street for pedestrian improvements (safety, access, aesthetics, and circulation).
- Maintain a buffer (trees, parking, etc.) between pedestrian and vehicular circulation.
- Minimum crosswalk requirements.
- Turning movement restrictions in areas with high pedestrian volumes.
- Restrictions on curb cuts/auto entrances.
- Coordinated pedestrian improvements to reflect neighborhood character.

■ **Transit Street.**

Definition: A Primary Transit Preferential Street as identified in the Master Plan. e.g. Divisadero, Masonic.

Design Goals.

- Enhanced pedestrian/transit connections including bus bulbs, better stop markings, and transit system/ neighborhood information.
- Maximum distance between crosswalks and transit stops.
- Minimum transit stop treatments including benches, shelters, and information.

■ **Residential Street.**

Definition: A street within a R zoned district.

Design Goals.

- Every street has trees, where sidewalk widths allow.
- Maintain a buffer (trees, parking, etc.) between pedestrian and vehicular circulation. The extent of buffering is related to the magnitude of vehicular traffic.
- "Capture the street for open space." On streets with sufficient width and without significant vehicular traffic. (i.e. Duboce Triangle style improvements)

■ **Neighborhood Network Connection Street.**

Definition: An intra-neighborhood connection street that connects neighborhood destinations. e.g. 18th, Vulcan Steps.

Design Goals.

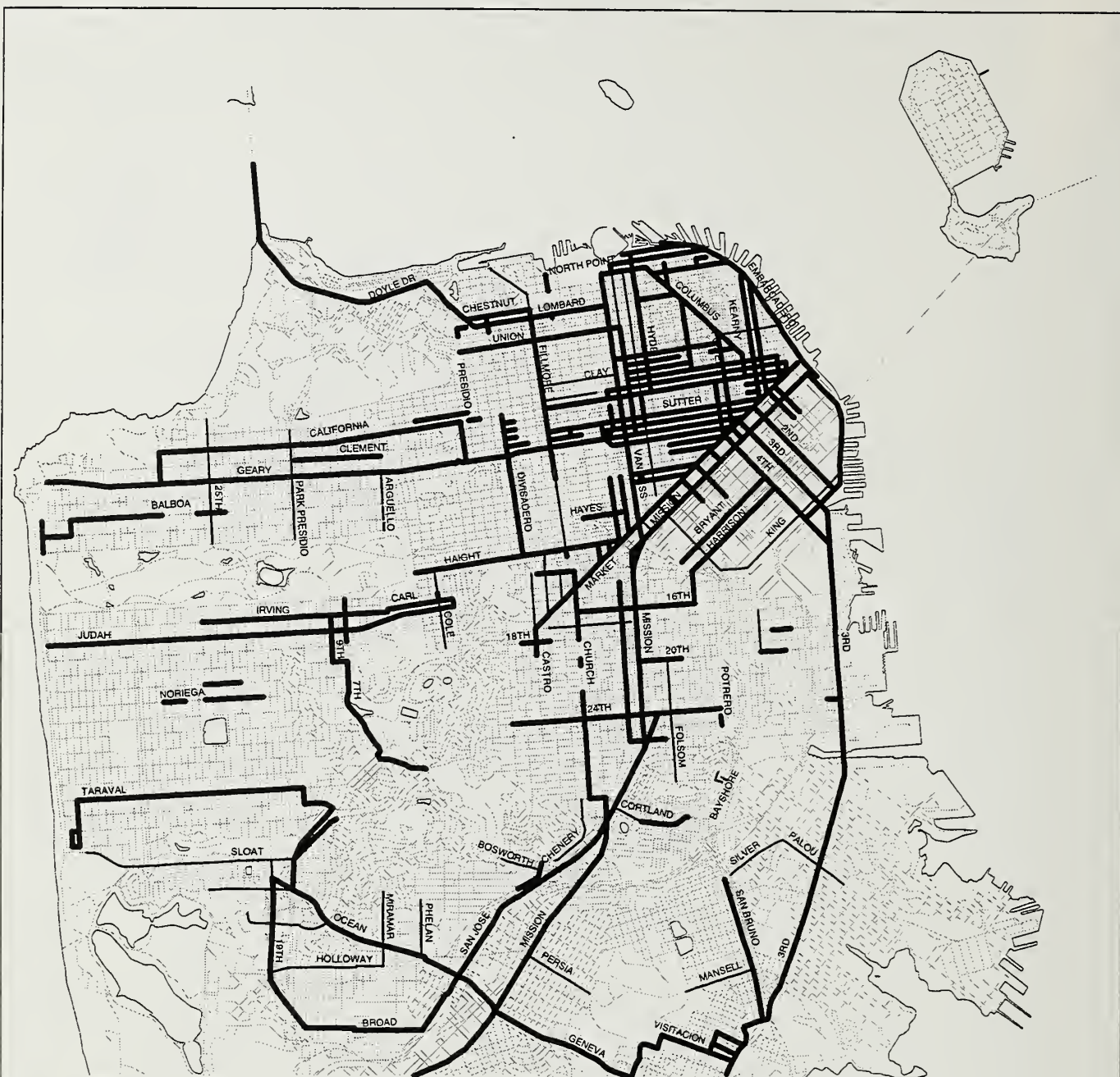
- Crosswalks and signals should enhance the pedestrian path of travel.
- Maintain an obstructed width of 4 feet for pedestrian passage.
- Pedestrian scale and orientation for street improvements and buildings.
- Maintain a buffer (trees, parking, etc.) between pedestrian and vehicular circulation.
 - Minimize/discourage large volume vehicular traffic ingress and egress.
 - Priority street for pedestrian improvements (safety, access, aesthetics, and circulation).



CITYWIDE PEDESTRIAN NETWORK

Map 11

- Citywide Pedestrian Network Street
- Bay, Ridge and Coast Trail



NEIGHBORHOOD PEDESTRIAN STREETS

Map 12

- Neighborhood Commercial Street
- Neighborhood Network Connection Street

POLICY 25. 5

Where intersections are controlled with a left-turn only traffic signal phase for automobile traffic, encourage more efficient use of the phase for pedestrians where safety permits.

Left-turn only phases often occur where the streets from which the turn is made are wide and heavily-trafficked, and are usually followed by a red light that activates cross traffic. To help overcome the pedestrian challenges of street width and traffic volume, the left-turn phase time may enable pedestrians to begin their crossing earlier when safety allows. If the left turn is made onto a one-way street, the pedestrian traffic crossing against the one-way direction would have a relatively conflict-free opportunity to begin crossing early.

POLICY 25. 6

Provide enforcement of traffic and parking regulations to ensure pedestrian safety, particularly on streets within the Citywide Pedestrian and Neighborhood Networks.

Cars that fail to stop at signs and lights, park across sidewalks and travel at excessive speeds pose serious threats to pedestrian safety.

OBJECTIVE 26

CONSIDER THE SIDEWALK AREA AS AN IMPORTANT ELEMENT IN THE CITYWIDE OPEN SPACE SYSTEM.

POLICY 26. 1

Retain streets and alleys not required for traffic, or portions thereof, for through pedestrian circulation and open space use.

POLICY 26. 2

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

POLICY 26. 3

Encourage pedestrian serving uses on the sidewalk.

POLICY 26. 4

Encourage and support the development of walking tours incorporating signage wherever possible.

There are a number of organized and semi-organized walking tours in the City supported by both private and public entities. Coordination and recognition of these walking tours should be encouraged and, utilizing an idea popular in other cities, signage or markers to direct pedestrians along prominent walking routes should be considered and implemented.



BICYCLES

The bicycle is a desirable alternative to the automobile as a means of urban transportation in San Francisco. It can successfully be used for most transportation needs, including commuting, shopping, errands, and recreation. Active encouragement of bicycle use as an alternative to automobile use, whenever possible, is essential in light of the continually increasing traffic congestion caused by motorized vehicles which aggravates air pollution, increases noise levels and consumes valuable urban space. The bicycle is a practical and economical transportation alternative which produces no emissions or noise. In addition, each bicycle user enjoys health benefits through increased physical activity.

To enable a large number of San Franciscans to use the bicycle as a transportation option, several significant needs must be met. The needs include, among others, safe and comfortable space on the roadway for bicyclists, a system of identifiable bicycle routes that will direct bicyclists to major destinations, safe and secure bicycle parking, and education of both the bicyclists and motorists about the safe sharing of the roadways.

OBJECTIVE 27

ENSURE THAT BICYCLES CAN BE USED SAFELY AND CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR RECREATIONAL PURPOSES.



POLICY 27. 1

Expand and improve access for bicycles on city streets and develop a well-marked, comprehensive system of bike routes in San Francisco.

It is essential that the city have a system of bike routes which provide safe and reliable through travel to all areas of the city. These bike routes will necessarily be mostly on city streets, will provide space for the bicyclist, and may or may not have bicycle lanes or other markings which separate the bicyclist's space from the automobile driver's space. The bicycle routes should be clearly identified, with signage, for motorists, bicyclists and pedestrians, and should conform to the more rigorous standards of the most recent Highway Design Manual and the American Association of State Highway and Transportation Officials (AASHTO) in its "Guide for Development of Bicycle Facilities," which has been adopted by the Federal Highway Administration as its design standard. Use of these guides will provide maximum opportunity to qualify for state and federal funding and will assist in avoiding city liability based upon design. Advisory and permissive guidelines should be observed whenever possible.

The bike route system should provide efficient access from all neighborhoods to the many popular business, cultural, entertainment, and educational destinations in the city, and between those destinations. Special attention should be paid to commuters to the downtown areas, and connections to regional bicycle routes. Nevertheless, bicycle access must be provided, and enhanced if necessary, whether or not the streets are designated as "bike routes," to enable all residents and visitors to use bicycles as a viable means of transportation.

Where possible, opportunities should be taken to develop bicycle-priority corridors, such as veloways (bicycle-only facilities), bicycle boulevards and any other innovative solutions to improve bicycle transportation space within the city.



BICYCLE ROUTE MAP

Map 13

Citywide Bicycle Route

Bicycle Path and/or Special Treatment

NOTE: This map was developed in cooperation with the Department of Parking and Traffic's San Francisco Bicycle Plan, which will include additional information on specific segment treatments and route designation numbers.

POLICY 27. 2

Develop a rational classification system of bicycle preferential streets.

The bicycle preferential streets system should consider the multi-modal functions of the street, the topography, and the existing and potential volume of bicycle traffic on the street. Streets and pathways in the bike route system that are relatively level, do not have conflicts with high volumes of pedestrian traffic, and do not have the primary functions of freight routes, major arterials and primary transit streets should be designed and treated to prioritize the movement of bicycles. Other streets and paths on the bike route system should be designed and treated to balance the other modes of transportation with the movement of bicycles.

POLICY 27. 3

Eliminate hazards to bicyclists on city streets.

City departments should give particular attention to eliminating hazards on bicycle routes. Hazards which may be inconsequential to automobiles can be disruptive, disabling, or even life threatening to bicyclists, and are the cause for many cyclist accidents. Design hazards such as sewer grates parallel to travel, unpaved or poorly paved shoulders, rough and/or obsolete railroad tracks, and conventional speed bumps all pose dangerous conditions for cyclists and should be eliminated. Intermittent hazards such as bad road surfaces, cracks and pot holes, and refuse such as broken glass should be eliminated promptly. The city should give increased attention and more frequent cleaning to bicycle route streets because of the increased needs of cyclists for a hazard-free road surface. Bicycle routes should be well lit.

POLICY 27. 4

Maintain a presumption against the use of demand-activated traffic signals on designated bicycle routes.

Demand-activated traffic signals favor motor-vehicle traffic over bicyclists and pedestrians, and are relatively uncommon in San Francisco. Where they do occur, the signal must be triggered to secure enough time to cross. Otherwise, only a very short time is allocated -- for crossing motor vehicle traffic, not bicyclists. As such, demand-activated traffic signals present an inconvenience to bicyclists.

POLICY 27. 5

Make available bicycle route and commuter information and encourage increased use of bicycle transportation.

San Francisco's healthful climate and compactness make travel by bicycle practical, but cyclists need to know the most efficient ways to traverse the city's many hills. Optimum routes exist to cross all areas of the city by bicycle, but these routes must be identified to the public. The city should provide route maps to enable potential bicycle commuters and others using the bicycle for transportation to find the most efficient routes to their destinations. Such maps should also identify recreational bicycle routes, including the San Francisco portions of the Ridge Trail and the Bay Trail.

Where appropriate, methods of identifying bikeways will include a clear, efficient system of bicycle route signs. Destination directions should be indicated with each sign.

POLICY 27. 6

Accommodate bicycles on regional transit facilities and important regional transportation links wherever feasible.

The ability to integrate bicycle use and regional transportation systems is essential to maximizing the bicycle's transportation utility. The Bay Area is fortunate to have a number of quality public transportation services. The expansion of bicycle access on each of these systems increases the bicycle's range and usefulness and further decreases the number of auto trips made in the Bay Area.

Every effort must be made to maximize bicycle access on BART, CalTrain, all ferry systems, and on AC Transit, SamTrans and Golden Gate Transit buses and on selected Municipal Railway routes. Further, CalTrans shuttle service across the Bay Bridge should be expanded so it is available at all hours. Twenty-four hour access to all Bay Area bridges is essential to maintain these vital links within the bicycle transportation system.

POLICY 27. 7

Include bicycle facility funding in all appropriate requests.

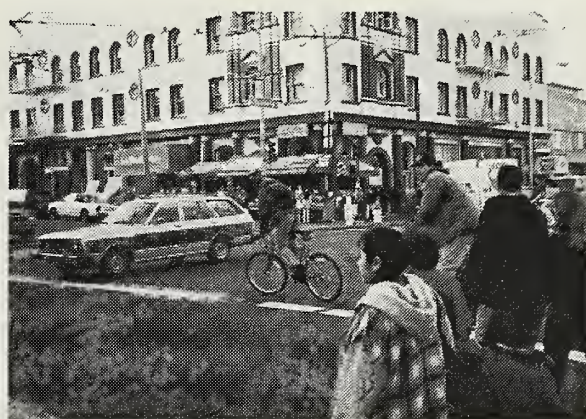
Bicycle transportation funding should be integrated into all appropriate state and federally funded transportation projects, especially those related to safety, transportation, recreation, and mass transit. Funds earmarked specifically for bicycle facilities should be pursued, based on an identified list of priority projects. Transportation planning should be integrated to include consideration of present and potential bikeways in all analyses.

POLICY 27. 8

Prevent bicycle accidents through bicycle safety education and improved traffic law enforcement.

Education of bicyclists and appropriate training should be made available at a wide variety of sources. These may include education of employees at work sites as part of alternative transportation education, to students at schools and colleges, and to new riders through bicycle shops and dealers.

Cars that fail to use turn signals, park in bike lanes, travel at excessive speeds and car passengers which open doors without looking pose serious threats to the safety of bicyclists. Education of motorists, bicyclists and the public should be actively and vigorously pursued. Such avenues may include billboards and public service messages, motor vehicle licensing procedures, traffic schools, and driver education and



driver training courses. The cyclist's equal right to the road, as well as the responsibilities in using this access, should be emphasized.

Traffic enforcement should extend to protection of bicyclists' rights-of-way which are often violated by motorists. Special emphasis also needs to be placed upon theft prevention and investigation. Special training for police officers concerning bicycle-related laws and concerns should be included in their academy and in-service training.

POLICY 27. 9

Identify and expand recreational bicycling opportunities.

Although many of the commuter routes will also serve recreational cyclists, such as those accessing tourist attractions and natural and scenic areas, other routes should be designed to accommodate recreational cyclists. Special attention should be paid to identify and map popular recreational destinations which may not be on regular through commuter routes, such as around Lake Merced, routes to the zoo, or parts of the Bay Trail and the Ridge Trail. Such routes should also be designated on the bicycle route map developed for San Francisco.

POLICY 27. 10

Accommodate bicycles in the design and selection of traffic control facilities.

As the application of new technology to traffic control increases, traffic engineers more frequently are using automatic sensing devices to detect, count and monitor traffic and to control traffic signals, signal timing, and other traffic control devices. The technology of such sensing devices should be improved to detect and respond to the presence of bicycles as they use the roadway.

OBJECTIVE 28

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

Theft and vandalism of locked bicycles is a major problem in San Francisco. This ever-increasing threat is a significant deterrent to increased bicycle use. Cyclists will use their bicycles more frequently, and for more different types of trips, if they have a secure and reasonably convenient parking facility at their destination. Adequate parking is crucial to the increased and continued use of bicycles.

POLICY 28. 1

Provide secure bicycle parking in new governmental, commercial, and residential developments.

Bicycle parking should be provided in all new public and private buildings. The Planning Code establishes a requirement for bicycle parking facilities based upon the number of automobile parking facilities in new developments. Additional facilities, such as showers and storage lockers, should be provided as well. The requirement should reflect demand in areas of high potential bicycle use such as shopping facilities, recreational facilities, educational locations and employment sites. These requirements should also be maintained even when developers receive variances from existing parking requirements. These requirements should also be applied to applications for modifications of existing facilities, as well as to new construction.

POLICY 28. 2

Provide secure bicycle parking at existing city buildings and facilities and encourage it in existing commercial and residential buildings.

The city should encourage the owners of existing commercial and residential buildings to provide safe and secure bicycle parking, and encourage such building owners to provide storage lockers and shower facilities where feasible.

Managers of city buildings and other city facilities should endeavor to provide safe and convenient bicycle parking facilities at these locations. Storage lockers and shower facilities should be provided where feasible.

POLICY 28. 3

Provide parking facilities which are safe, secure, and convenient.

Bicycle parking facilities must provide reliable security, adequate bicycle support, safety, and must be conveniently located, preferably where bicycles are sheltered from the weather and visible to attendants and security guards. If these resources are present, bicyclists will use such bicycle parking in increasing numbers.

Proper bicycle parking design is critical to its usefulness and effectiveness. Bicycle parking must be of a design to support the bicycle without damage and permit at least the frame and one wheel to be locked with a U-lock. Bicycle parking facilities should be conveniently located at building entrances, provide sufficient space for access, and be physically separated from automobile areas.

POLICY 28. 4

Provide bicycle parking at all transit terminals.

Enabling bicycle access to transit connections encourages transit use and further decreases automobile use. In order for cyclists to consider using bicycle

transportation to go to and from bus terminals, BART stations, train stations, ferry terminals, and park-and-ride lots, such locations must provide safe and secure bicycle parking. Such parking should be ample and should be of a high security type.

OBJECTIVE 29

CITY GOVERNMENT SHOULD PLAY A LEADERSHIP ROLE IN INCREASING BICYCLE USE.

City government should play a leadership role in enabling more people to use the bicycle as their primary means of transportation. The city should provide the facilities, programs and regulatory structure to enable such use, and should encourage the use of bicycles for work trips as an alternative to city cars.

POLICY 29. 1

Consider the needs of bicycling and the improvement of bicycle accommodations in all city decisions and improve accommodation as much as possible.

Genuine recognition and active accommodation of bicyclists' needs by all city departments in decisions related to transportation and land use is essential to the development of a significant bicycle transportation presence in San Francisco. Often, minor and inexpensive adjustments at a project's design phase can provide considerable benefits to bicyclists. Furthermore, inclusion of accommodations for cyclists when a project is designed can avoid expensive retrofitting later.

POLICY 29. 2

Integrate bicycle planning into regular short-range and long-range planning activities for all city departments.

Every effort should be made to ensure that bicycle transportation is given thorough consideration in all planning activities. Full integration of bicycle transportation requires evaluation of the range of im-

pacts which any transportation or development proposal may have upon bicycle use and bicyclists' safety. This applies not only to city departments but also to the various other entities whose activities affect mobility in San Francisco. Insofar as is possible, city departments should endeavor to develop an effective network of bicycle facilities and policies.

POLICY 29. 3

Designate appropriate staff to coordinate all bicycle related activities.

A successful bicycle program requires cooperation among a variety of city departments, including the Departments of City Planning, Parking and Traffic, Public Works, the Chief Administrator's Office, the Public Transportation Department, and the Transportation Authority, as well as various State and other government agencies. Appropriate staff should be designated to be responsible for the coordination of bicycle-related activities to ensure that projects and plans that involve many departments are carried out effectively.

POLICY 29. 4

Encourage non-cyclists to become cyclists and encourage cyclists to ride more often.

The city should create opportunities for new cyclists to have a positive bicycling experience, provide incentives for bicycle users, and promote public awareness and acceptance of bicycle transportation and recreational cycling. The city should establish programs to encourage bicycling by city employees including, where practical, for work-related travel, urge private employers to encourage and accommodate bicycle commuting (by providing, for example, incentives and parking, showers, and lockers), and encourage bicycle tourism through existing tourism promotion channels.

CITYWIDE PARKING

This section is organized to first address the Objectives and Policies related to parking citywide, then specifically to the distinct areas of downtown (primarily the area zoned C-3), and then the residential and commercial areas outside downtown.

OBJECTIVE 30

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

POLICY 30.1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

A proposed parking facility should be evaluated as carefully as other proposed additions to the transportation system. Proposed new or enlarged facilities should be reviewed according to Master Plan policies, and Planning Code criteria for parking facilities. The facility should not be developed unless the following criteria are met:

- There is a demonstrated demand for additional parking space in the surrounding area in relation to the supply provided or resulting from a specific development.
- All or part of this demand cannot reasonably be diverted to or served by existing transit service or transit which could reasonably be provided in the near future.
- This demand cannot be met by existing available facilities or more efficient use of existing facilities.
- In the case of desired accessory parking (i.e. parking customarily provided incidental to a permitted use and directly related to the activities conducted on the site of the use) its need is clearly established and not presumed.

- Provision of the facility does not result in the demolition of sound residential, commercial, and industrial buildings.
- The traffic generated by the facility will not create a substantial adverse effect on the surrounding city streets (especially residential streets) and corridors leading into the city.
- The facility, viewed in the local and citywide context of parking supplied and trips generated, will not discourage the possible diversion of current automobile users to transit.
- The location is appropriate in terms of adjacent land uses.
- The proposed site and facility are in close proximity to or readily accessible from freeway ramps or major arterials.
- Conflict between pedestrian and bicycle movements and driveways or ramps is minimized and additional auto traffic through areas of heavy pedestrian concentration is avoided.
- There is not substantial conflict with existing or future patterns of other forms of transportation, especially transit, and access avoids use of transit preferential streets.
- Consideration has been given to the inclusion of other uses in order to maximize use of scarce land resources and integrate the structure into the surrounding neighborhood.
- Access or egress is not primarily from streets or alleys having predominantly residential use.
- When a parking garage is proposed, the structure is in scale with existing structures in the area, and when located in commercial districts includes commercial frontage in order to avoid blank street level facades.
- The design and operating policy of the facility is such that vehicles can be admitted rapidly, to avoid the use of the street as a waiting area for entrance into the facility and to avoid the situation of automobiles idling for a long period of time.

- A portion of spaces is reserved for compact automobiles and motorcycles.
- Adequate provisions are made to accommodate parking and egress for people with mobility impairments.
- Secure, convenient bicycle parking is provided.
- All or portions of the facility are convertible to other uses if demand for parking is reduced in the future.
- An equity program for patrons and employees who do not use auto parking facilities is offered at establishments where private auto parking is validated or subsidized, such as the provision of transit fare validations or "cash-out".
- All relevant provisions of the Traffic Code and the ADA are met.

POLICY 30. 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.



As an integral part of the transportation system, the location of any parking supply must be evaluated in like terms to the location of any roadway or transit line. Where parking lots are temporary uses on land in the development process, autos are attracted to these areas, creating a travel pattern based on expected availability of parking, which creates even greater difficulties whenever such a temporary facility is eventually terminated.

POLICY 30. 3

Maximize the efficient use of land devoted to parking by consolidating adjacent surface lots and garages into a parking structure, possibly containing residential, commercial or other uses.

This applies both to existing and planned parking facilities. Surface parking may be particularly undesirable when it results in the demolition of needed housing or inexpensive industrial space suitable for incubator industry.

POLICY 30. 4

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder transit service.

Many of the rapid transit stations in San Francisco are located in densely developed downtown areas or in residential or shopping areas where additional automobile impacts are undesirable. These stations are located in such a manner that they may generally be reached by San Francisco residents either by connecting transit or by walking. The commuter use of the automobile to park at a rapid transit station in San Francisco should be discouraged. While it is desirable to provide bicycle storage and parking facilities at rapid transit stations, long-term automobile parking facilities are undesirable because such facilities would attract automobile traffic and otherwise be disruptive to the neighborhoods where they would be located.

POLICY 30. 5

In any large development, allocate a portion of the provided off-street parking spaces for compact automobiles, vanpools, bicycles and motorcycles commensurate with standards that are, at a minimum, representative of their proportion of the city's vehicle population.

POLICY 30. 6

Make existing and new accessory parking available to nearby residents and the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

A major reservoir of parking spaces, accessory to particular businesses or institutions, is currently in use only during the daytime working hours of those particular businesses and remains vacant and inaccessible at other times. In many instances this space could be used in the evening by residents of the immediate neighborhood or their guests, and in the evening and on weekends by visitors and patrons of adjacent businesses that operate during those hours.

POLICY 30. 7

Limit and screen from view from public access areas parking facilities over the water, and near the water's edge where such parking interferes with public access.

Where feasible, existing and proposed non-maritime parking facilities over or near the water's edge that impede public visual or physical access to the Bay should be removed or relocated.

OBJECTIVE 31

ESTABLISH PARKING RATES AND OFF-STREET PARKING FARE STRUCTURES TO REFLECT THE FULL COSTS, MONETARY AND ENVIRONMENTAL, OF PARKING IN THE CITY.

POLICY 31. 1

Set rates to encourage short-term over long term automobile parking.

POLICY 31. 2

Where off-street parking near institutions and in commercial areas outside downtown is in short supply, set parking rates to encourage higher turnover and more efficient use of the parking supply.

POLICY 31. 3

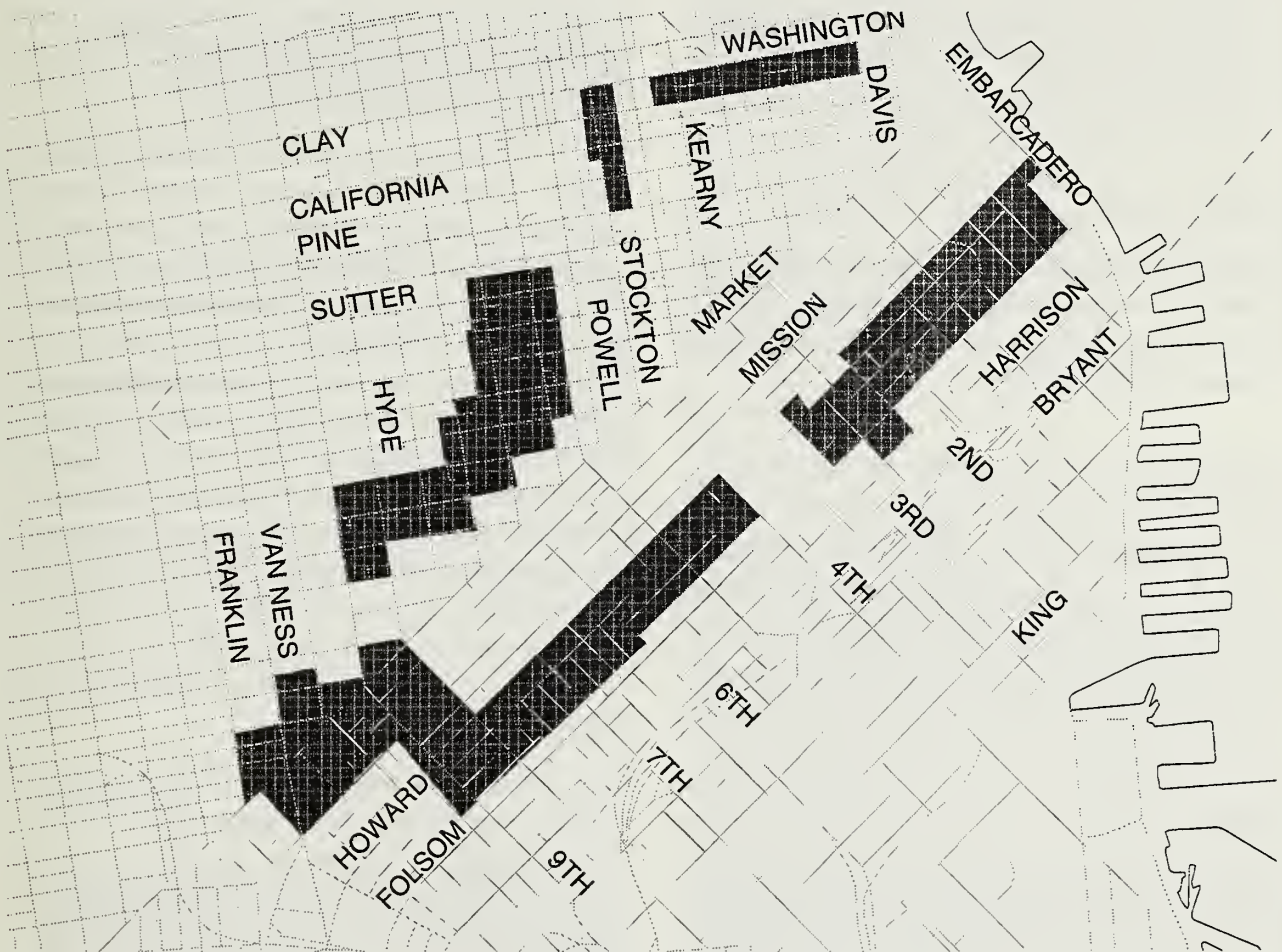
Encourage equity between drivers and non-drivers by offering transit fare validations and/or cash-out parking programs where off-street parking is validated or subsidized.

OBJECTIVE 32

LIMIT PARKING IN DOWNTOWN TO HELP ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 32. 1

Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.



DOWNTOWN SHORT-TERM PARKING BELT

Map 14



Short-Term Parking Belt*

*While parking is discouraged in the downtown core area, this map defines adjacent areas appropriate for short-term parking facilities. However, this map does not imply that parking is the preferred land use for these areas.

POLICY 32. 2

When it must be provided, locate any new long-term parking structures in the areas peripheral to downtown. Any new peripheral parking structures should be concentrated to make transit service convenient and efficient, connected to transit shuttle service to downtown, and provide preferred space and rates for van and car pool vehicles, bicycles and motorcycles.

POLICY 32. 3

Encourage short-term use of existing parking spaces within and adjacent to downtown by converting all-day commuter parking to short-term parking in areas of high demand.

POLICY 32. 4

Where residential streets that are adjacent to or within the downtown area are used for on-street, long-term commuter parking, implement measures to promote short-term parking and discourage long-term commuter parking.

POLICY 32. 5

When the priority functions of service vehicle access and pedestrian movement are sufficiently accommodated on downtown alleys, the function of remaining alley space should be designated for motorcycle parking, primarily short-term.

OBJECTIVE 33

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

Many institutions already have physical expansions planned, and the employment levels projected indicate that institutions will have even greater traffic and parking impacts on residential areas unless strong efforts are made to accommodate the employ-

ment growth by transit or other alternatives to the automobile.

POLICY 33. 1

Limit the provision of long-term automobile parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

Although there are some trips to institutions which are appropriately made by automobile, especially for medical appointments and hospital visits, work trips should be made by transit wherever possible. Institutions should take effective measures to reduce the amount of traffic and parking generated by the development and should develop and implement transit action plans accordingly. In addition to the criteria for new parking facilities in Objective 30, Policy 1, new parking provided by institutions should be carefully designed to favor short-term, carpool or bicycle parking for trips which cannot reasonably be made on transit.

POLICY 33. 2

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

Residents should be given preference in the use of residential neighborhood on-street parking spaces where traffic congestion and parking shortages generated by institutions, schools, shopping districts, recreational facilities or rapid transit stations have contributed to the deterioration of the residential environment. The preferential parking concept may reduce parking congestion in residential neighborhoods caused by long-term non-residential parkers, facilitate residents access to on-street parking close to their homes, provide for access to convenient parking by visitors of neighborhood residents and allow convenient parking for vehicles being used by people providing essential services to neighborhood residents.

OBJECTIVE 34**RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.**

The increasing level of vehicle ownership by city residents indicates the need for improved transit services throughout the city. It also indicates the need for parking facilities is continuing and raises serious questions about the level of automobile ownership which can be supported by the street and parking system. Since much of the city's housing, especially in the more densely developed areas, was built prior to the time when the automobile became the dominant mode of travel, off-street parking spaces do not exist in adequate numbers. The size of many streets and the need to provide free flows for traffic limits the number of on-street spaces. Just as the street system cannot accommodate all potential traffic, so the city cannot provide for an unlimited level of automobile storage. A reasonable level must be provided for and measures should be considered to discourage vehicle accumulations beyond that level.

POLICY 34. 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Some neighborhoods have large numbers of persons using transit to go to work and have significant numbers of no-auto or one-auto households. This pattern should be encouraged and reflected in off-street residential parking requirements, and in the provision for safe, secure bicycle parking facilities for all residential units.

Use of common parking facilities for several buildings should be encouraged where existing buildings can be used for this purpose in nearby commercial areas. There may be a place for public provision and leasing of long-term resident parking in already developed parking facilities in high-density neighborhoods.

POLICY 34. 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

Local streets are of such width in many areas that improved parking conditions can be obtained by shifting from parallel to diagonal or perpendicular parking without a major investment. Care must be taken, however, to avoid conflicts with transit operations and safe bicycle movement, and to ensure that the street is more than a parking lot. Proper landscaping is required to prevent lights from shining into dwellings at night and breaks in rows of cars should be provided to avoid the monotony and unsightliness of unending rows of vehicles.

POLICY 34. 3

Permit minimal or reduced off-street parking supply for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

Where there is a high concentration of transit service, as in the northeastern portions of the city, census tract figures indicate that residents are less likely to own automobiles and more likely to use public transit. High-density housing and housing for the elderly are already eligible for reductions in the standard provisions for off-street parking, enabling the building sponsors to build more economically. These buildings should be encouraged where transit service is plentiful and comprehensive.

POLICY 34. 4

Where parking demand is greatest in city neighborhoods, consider wide-scale transit improvements as an alternative to additional parking garages as part of a balanced solution.

A great demand for parking in city neighborhoods indicates that available transit services are insufficiently attractive or convenient. Transit improvements could not effectively relieve or replace the demand for expanded off-street parking unless they were

extensive and well-connected to local crosstown and radial transit lines and regional transit.

POLICY 34. 5

Minimize the construction of new curb cuts in areas where on-street parking is in short supply and locate them in a manner such that they retain or minimally diminish the number of existing on-street parking spaces.

It is desirable to maintain a balance in the supply of adequate on- and off-street parking. The creation of curb cuts to increase the supply of off-street parking often deprives the neighborhood of a community on-street parking space in exchange for a private one. New buildings may be designed so that entrances to off-street parking are pooled or configured to minimize curb cuts and preserve the supply of on-street parking.

OBJECTIVE 35

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

POLICY 35. 1

Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.



Automobile use is often necessary for shopping trips involving the purchase of bulky items such as groceries or where there are many stops to be made at different places far apart. Where additional short-term parking is demonstrated to be needed and essential to a shopping district, it should be provided at the least economic and environmental cost to the neighborhood and the city. As an alternative, however, retail delivery services should be encouraged.

POLICY 35. 2

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

In addition to the criteria for new parking facilities in Objective 30, Policy 1, the following guidelines should be considered in the review of proposed new facilities in Neighborhood Commercial Districts.

- Parking Facilities should be located to provide convenient access to desired shopping destinations. However, they should be located in such a manner that lessens the amount of traffic traveling through the district, does not disrupt the continuity of the shopping district, and that neither gives it priority over nor impedes access to destinations for persons arriving by transit, bicycle or on foot.
- Multiple use of parking structures and lots should be provided wherever feasible. The use of roof tops of garage structures as game/play areas in densely populated neighborhoods, use of surface parking lots as tennis courts or soccer fields on days when the shopping districts are closed, or use of the facilities for resident parking in the evening are all possibilities which should be considered.
- The location and configuration of curb cuts and entrances to off-street parking should be designed to minimize safety hazards and access conflicts to pedestrians, transit operations and bicyclists, and to be sensitive to the design and scale of the urban streetscape.

URBAN GOODS MOVEMENT

This section is aimed at improving the movement of goods (as distinct from people) by all modes to, from, within, and through San Francisco. Although the Transportation Element is primarily focused on person movements, much of our public infrastructure for transportation serves the movement of both people and freight. Managing urban goods movement serves to enhance economic development, reduce traffic congestion, and contribute to other social goals. Adverse effects such as traffic accidents, noise, vibration, emissions and truck intrusion into residential areas are concerns which must be addressed.

These objectives and policies highlight issues related to intra-urban goods transport internal to San Francisco. This section also distinguishes between traffic with both origin and destination in the city's boundaries, such as unloading/pickup activities downtown, and goods transport of greater distances. The movement of goods to and from the San Francisco Bay Area involves other transportation modes in addition to roads, including intermodal freight terminals at port piers and backlands, rail terminals and airports. San Francisco in particular, with its peninsular location, poses complicated challenges in the development of routes, facilities and access points. Enhanced connections to consolidated intermodal terminals, multiple rail servers and regional highways are key to the efficient movement of goods.

Across the country and, in particular, for San Francisco, future trends in the movement of urban freight can be characterized as follows: An increasing suburbanization and containerization of urban freight warehousing; a growth in location dependent service industries; policy debate on the preservation of industrial zones; a move toward "just in time" production methods; customers demanding higher levels of capacity, frequency, punctuality, reliability and flexibility to accommodate the higher value of goods which modern industry is producing; a proliferation of commercial and courier vehicles; telecommuting and its potential impacts on the demand for courier and messenger services; increasing awareness and regulation of hazardous materials transport; rising costs of waste dis-

posal; increased importance of infrastructure upgrades and the associated logistical problems; accelerated pressure for parking and curbside facilities; and a greater community concern about the impacts of the freight industry.

OBJECTIVE 36

PROMOTE FREIGHT DELIVERY/PICKUP TRAFFIC AS NECESSARY FOR THE ECONOMIC VITALITY OF SAN FRANCISCO AND THE BAY REGION.

POLICY 36. 1

Support urban goods movement networks in San Francisco, especially in the areas reserved for industrial development and in neighborhood commercial districts.



POLICY 36. 2

Coordinate with appropriate governmental agencies to anticipate and accommodate the needs of both local and through freight traffic in future growth areas in San Francisco.

POLICY 36. 3

Encourage and facilitate the bicycle as a courier vehicle in congested areas, especially in the downtown area.

Bicycle messenger services are often the fastest, most efficient and most economical means of transporting small goods, particularly in the downtown area. Provisions for safe and comfortable bicycle -- as well as pedestrian -- movement should be made in the design and improvement of streets.

OBJECTIVE 37

CREATE A PHYSICAL AND ECONOMIC ENVIRONMENT CONDUCIVE TO THE EXPANSION OF SAN FRANCISCO'S INDUSTRIAL, MARITIME, AND AIRPORT ACTIVITIES BY ENSURING TRUCK/SERVICE VEHICLE AND RAIL ACCESS AND EGRESS TO THESE USES.

POLICY 37. 1

Provide sufficient curbside and off-street facilities to rail, piers and air terminals where freight movement is dominant, and particularly where it conflicts with other transportation modes and functions.

POLICY 37. 2

Improve and maintain intermodal rail freight handling capacity to the Port and other industrial areas by improving bridges and tunnels along the waterfront to accommodate all types of freight rail cargo.

POLICY 37. 3

Enhance access and circulation between highways, freight facilities and intermodal transfer points on the waterfront for trucks and other service vehicles.

POLICY 37. 4

Promote water-based transportation such as freight ferries and waterfront shuttles between San Francisco and other waterfront terminals around the

Bay to supplement land-based modes of freight travel.

Shuttling freight across the bay by "freight" ferries between Bay Area ports and landside railheads allows for the transfer, staging and intermodal movement of goods at a greater number of Bay Area locations, including San Francisco. Such efforts would strengthen the ports of the region as a whole, and help make them competitive with other metropolitan ports on the West Coast.

OBJECTIVE 38

DEVELOP AND MAINTAIN SELECTED MAJOR AND SECONDARY ARTERIALS TO PROVIDE EFFICIENT AND DIRECT ROUTES FOR TRUCKS/SERVICE VEHICLES INTO AND THROUGH SAN FRANCISCO WITHOUT DISTURBING NEIGHBORHOOD AREAS AND INHIBITING THE SAFE MOVEMENT OF TRANSIT VEHICLES, BICYCLES AND PEDESTRIANS.

POLICY 38. 1

Improve the existing regional network of truck routes by making designated routes in San Francisco convenient for non-local freight trips with the aim of making the routes direct and connected to other routes.

POLICY 38. 2

Reduce truck trips through San Francisco that have origins and destinations outside the City and the peninsula by promoting viable alternate truck routes and access across bay bridges that are not as subject to traffic congestion as the Bay Bridge and the Golden Gate Bridge.

Many freight trips through the Bay Area that do not need to travel to San Francisco or the peninsula may be made more quickly and efficiently by taking routes such as 680 or I-5 that bypass the congested

conditions of the bridges and freeways in the central Bay Area.

OBJECTIVE 39

MAKE FREEWAY AND MAJOR SURFACE STREET IMPROVEMENTS TO ACCOMMODATE AND ENCOURAGE TRUCK/SERVICE VEHICLE TRAFFIC IN INDUSTRIAL AREAS AWAY FROM RESIDENTIAL NEIGHBORHOODS.

POLICY 39. 1

Establish and maintain advisory truck routes, with clear signage, between industrial areas and freeway interchanges to enhance truck access and to clearly and visibly attract truck traffic away from residential neighborhoods.

POLICY 39. 2

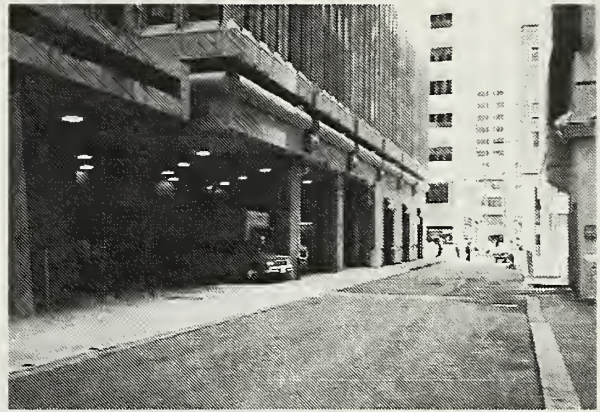
Accommodate heavy vehicles with extra-legal loads on major truck routes by ensuring vertical clearances, appropriate intersection design for maneuvering and providing signal timing to allow smooth truck progression.

POLICY 39. 3

Implement measures to reduce adverse affects from trucks/service vehicles and rail traffic by enforcing restrictions on certain routes, specific areas or times of day.

OBJECTIVE 40

ENFORCE A PARKING AND LOADING STRATEGY FOR FREIGHT DISTRIBUTION TO REDUCE CONGESTION AFFECTING OTHER VEHICULAR TRAFFIC AND ADVERSE IMPACTS ON PEDESTRIAN CIRCULATION.



POLICY 40.1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.

One way to address deficiencies in freight-loading facilities for existing buildings is to make short-term parking for loading and deliveries a high priority use of adjacent curb space.

POLICY 40. 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys by providing alternative access routes to facilities.

POLICY 40. 3

Off-street loading facilities and spaces in the downtown area should be enclosed and accessible by private driveways designed to minimize conflicts with pedestrian, transit and automobile traffic.

POLICY 40. 4

Driveways and curb cuts should be designed to avoid maneuvering on sidewalks or in street traffic, and when crossing sidewalks, they should be only as wide as necessary to accomplish this function.

POLICY 40. 5

Loading docks and freight elevators should be located conveniently and sized sufficiently to maximize the efficiency of loading and unloading activity and to discourage deliveries into lobbies or ground floor locations except at freight-loading facilities.

POLICY 40. 6

Encourage consolidation of freight deliveries and night-time deliveries in the downtown C-3 zoning districts to increase efficiency of freight movement and reduce congestion.

POLICY 40. 7

Strictly enforce yellow and special truck loading zones throughout San Francisco to facilitate delivery/pickups and reduce traffic congestion caused by double-parking.

POLICY 40. 8

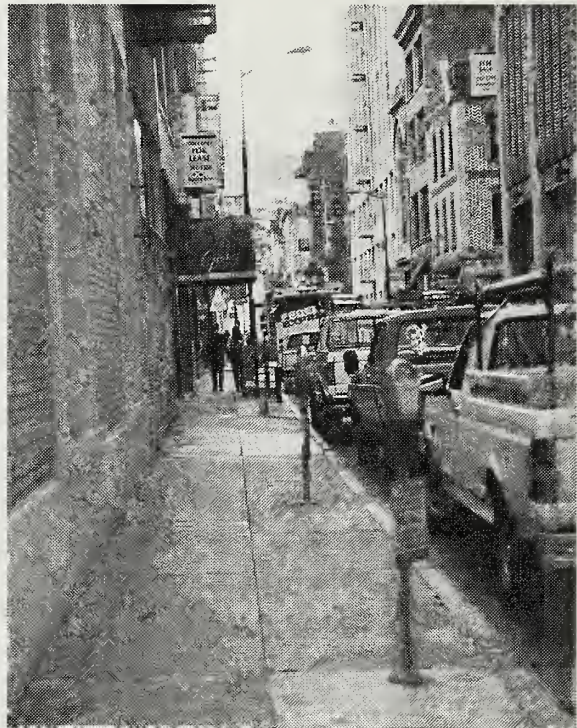
Provide limited curbside loading spaces to meet the need for short-term courier deliveries/pickup.

One of the major sources of transit operation and traffic conflicts is the extent of double-parking by courier services and other short-term delivery vehicles. Places of business that use courier service extensively should accommodate deliveries, pick-ups and drop-offs through the provision of on-street or off-street parking and loading space.

POLICY 40. 9

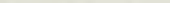
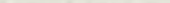
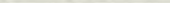
Where possible, mitigate the undesirable effects of noise, vibration and emission by limiting late evening and early hour loading and unloading in retail, institutional, and industrial facilities abutting residential neighborhoods.

This policy presents conflicts that need to be worked out on a case-by-case basis as a balance between the livability of these residential neighborhoods and goods movement activity. In certain areas, deliveries may be confined to early evening post-peak hours without difficulty, but on the other hand, intensive truck traffic and freight rail movement must occur during off-peak hours because of congestion on highways and shared passenger/freight rail facilities during the day.





FREIGHT TRAFFIC ROUTES

	Routes with significant truck traffic
	Other Major Arterials
	Certain traffic restrictions for trucks 11,000 lbs or more

area needing improved freight route connection

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SAN FRANCISCO



MASTER PLAN

☐ MASTER PLAN ☐



URBAN DESIGN

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

CITY PATTERN

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

POLICY 4

Protect and promote large-scale landscaping and open space that define districts and topography.

POLICY 5

Emphasize the special nature of each district through distinctive landscaping and other features.

POLICY 6

Make centers of activity more prominent through design of street features and by other means.

POLICY 7

Recognize the natural boundaries of districts, and promote connections between districts.

POLICY 8

Increase the visibility of major destination areas and other points for orientation.

POLICY 9

Increase the clarity of routes for travelers.

POLICY 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

POLICY 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

CONSERVATION

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 6

Respect the character of older development nearby in the design of new buildings.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

POLICY 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

POLICY 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

MAJOR NEW DEVELOPMENT

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

POLICY 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

POLICY 7

Recognize the special urban design problems posed in development of large properties.

POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

POLICY 3

Provide adequate lighting in public areas.

POLICY 4

Design walkways and parking facilities to minimize danger to pedestrians.

POLICY 5

Provide adequate maintenance for public areas.

POLICY 6

Emphasize the importance of local centers providing commercial and government services.

POLICY 7

Encourage and assist in voluntary programs for neighborhood improvement.

POLICY 8

Provide convenient access to a variety of recreation opportunities.

POLICY 9

Maximize the use of recreation areas for recreational purposes.

POLICY 10

Encourage or require the provision of recreation space in private development.

POLICY 11

Make use of street space and other unused public areas for recreation.

POLICY 12

Install, promote and maintain landscaping in public and private areas.

POLICY 13

Improve pedestrian areas by providing human scale and interest.

POLICY 14

Remove and obscure distracting and cluttering elements.

POLICY 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

URBAN DESIGN

INTRODUCTION

Nature and Purpose

The Urban Design Element concerns the physical character and order of the city, and the relationship between people and their environment.

San Francisco's environment is magnificent, and the city is a great city, but the unique relationships of natural setting and man's past creations are extremely fragile. There are constant pressures for change, some for growth, some for decay.

The Urban Design Element is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the city, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, a definition based upon human needs.

This is a general plan, responding to issues relating to City Pattern, Conservation, Major New Development,

and Neighborhood Environment. In the case of each of these four types of issues, the Element contains:

1. A review and definition of essential *human needs*;
2. An overall *objective* toward which both public and private efforts must be directed if the human needs are to be met and San Francisco's special characteristics are to be recognized, enhanced and conserved;
3. *Fundamental principles*, with graphic illustrations, reflecting the needs and characteristics with which the Plan is concerned, and describing the measurable and critical design relationships among parts of the environment such as open spaces, buildings, hills and streets; and
4. A series of *policies* necessary to achieve or approach the overall objective, which acknowledge the needs and principles, and which provide a continuing guide and directive for public and private decisions pursuant to this Element.

CITY PATTERN

HUMAN NEEDS

The agreeable pattern of San Francisco's appearance is, perhaps above all, what makes this a city with feeling. The pattern is a visual framework composed of the natural base upon which the city rests, together with man's development. In some ways the pattern is seen in two dimensions as though it were a map; in other ways it has a sculptural or three-dimensional form.



To describe the pattern is not to describe a rigid order, for rigidity will not produce a city meant for human needs. Rather than rigidity, the sense is one of balance and compatibility, with diverse and even random features fitting together to form the whole. The pattern is made up of:

WATER, the Bay and Ocean, which are boundaries for the city and a part of its climate and way of life. The water is open space, a focus of major views and a place of human activity.

HILLS AND RIDGES, which allow the city to be seen, define districts, and more than any other feature produce the variety that is characteristic of San Francisco. The central mass of Twin Peaks separates the city into quadrants, for example, while Telegraph Hill, Sunset Heights and Potrero Hill are neighborhoods. In the topographic form of the city, the valleys and plains are as important as the hills, for they define their own districts and give the hills their visual meaning.

OPEN SPACES AND LANDSCAPED AREAS, whose dark green patterns enrich the color of the city and define and identify hills, districts and places for recreation. These areas may be large, as at the Presidio, Lake Merced and Golden Gate Park, smaller but still prominent as at Bayview Hill and Alta Plaza, or mixed with buildings as on the slopes of Russian Hill and Buena Vista.

STREETS AND ROADWAYS, which unify the pattern, emphasize the hills and valleys, provide vistas and open space and determine the character of development. Streets and roadways are of many types, each with its own functions and characteristics, and together they make up a system that accommodates man's movements and joins the districts of the city.

BUILDINGS AND STRUCTURES and clusters of them, which reflect the character of districts and centers for activity, provide reference points for human orientation, and may add to (but can detract from) topography and views. Some buildings and structures, such as the Golden Gate and Bay Bridges, Coit Tower, the Palace of Fine Arts and City College, stand out as single features of community importance, while elsewhere the dominant pattern of man's development is a light-toned texture of separate shapes blended and articulated over the landscape.

People perceive this pattern from many places and during many activities; from their homes and neighborhoods, from parks and the shoreline during recreation, from places of work, from the streets while traveling, and from entranceways and observation points while visiting the city.

The uses and benefits of the city pattern are many and profound. This pattern is, first of all, bound up in the image and character of the city. To weaken or destroy the pattern would make San Francisco a vastly different place.

Second, the city pattern has important psychological effects upon residents of the city. It provides organization and measured relationships that give a sense of place and purpose and reduce the degree of stress in urban life. Outlooks upon a pleasant and varied pattern provide for an extension of individual consciousness and personality, and give a comforting sense of living with the environment.

The pattern also helps people to identify districts and neighborhoods, particularly those in which they themselves live. Recognition of such areas by their prominent features, their edges and their centers for activity breaks up a large and intense city into units that are visually and psychologically manageable. Furthermore, awareness of districts and neighborhoods increases the pride in one's area and in one's own life.

People also have a need to understand their city, its logic and its means of cohesion. They need to know where to find activities, and how to reach their destinations in shopping areas, downtown, at institutions and at places of entertainment and recreation. The city pattern helps them find their way, without inconvenience or lost time, letting them see the routes to be taken. Travel congestion is reduced if the best routes are easily found, and safety is increased.

Two of the controllable elements that help strengthen the city pattern are visually prominent landscaping and street lighting. Because these elements can be so easily affected in a positive way by human actions, and especially by programs of the City government, they are given important attention in the policies of this Element. Opportunities for use of these elements are by no means fully realized now, and systems for landscaping and lighting are incomplete. As a consequence, parts of the city pattern that otherwise would be easily read are unclear, and the functions of the street system are apt to be confused both by day and at night. In addition, some areas of the city are favored by the amenities produced by good landscaping and lighting systems while others are not.



The human needs outlined above for the city pattern are further addressed by the fundamental principles that follow, and by the policies that conclude this section of The Urban Design Element. In certain ways they are addressed, as well, in the other three sections of the Element: by policies dealing with conservation of resources that are part of the city pattern; policies for moderation of major new development to enhance rather than detract from the city pattern; and policies to make the pattern more perceptible in the neighborhood environment. Such an interchange of needs and policies occurs throughout the sections of the Element, for the Element is a unified document and its sections are closely related.

OBJECTIVE

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

San Francisco has an image and character in its city pattern which depend especially upon views, topography, streets, building form and major landscaping. This pattern gives an organization and sense of purpose to the city, denotes the extent and special nature of districts, and identifies and makes prominent the centers of human activity. The pattern also assists in orientation for travel on foot, by automobile and by public transportation. The city pattern should be recognized, protected and enhanced.

FUNDAMENTAL PRINCIPLES FOR CITY PATTERN

These fundamental principles and their illustrations reflect the needs and characteristics with which this plan is concerned, and describe measurable and critical urban design relationships in the city pattern.

1. The city's overall visual structure can be strengthened and enhanced by use of large-scale planting on certain streets and open spaces.



2. Street layouts and building forms which do not emphasize topography reduce the clarity of the city form and image.

A: Tall, slender buildings at the tops of hills and low buildings on the slopes and in valleys accentuate the form of the hills.

B: Contour streets on hills align buildings to create a pattern of strong horizontal bands that conflict with the hill form.



3. Clearly visible open spaces act as orientation points, and convey information about the presence of recreation space to motorists and pedestrians.

COMMENT: Because Buena Vista Park is visible from many parts of the city, it is often used as a point of reference. The foliage, in contrast to the surrounding developed areas, indicates the proximity of recreational means.

4. Where large parks occur at tops of hills, lowrise buildings surrounding them will preserve views from the park and maintain visibility of the park from other areas of the city.

COMMENT: Areas around Mount Davidson and Twin Peaks have a pattern of low development. The hilltops are therefore citywide focal points of natural landscape, functioning much as Telegraph Hill's summit does in the North Beach area.



5. Street spaces impart a unifying rhythm to the pattern and image of the city.
6. Landscaped pathways can visually and functionally link larger open spaces to neighborhoods.

COMMENT: The roadside planting of Park Presidio and Sunset Boulevard, and the landscape connections between Mount Sutro, Twin Peaks, Laguna Honda and Glen Canyon are examples of a system that links parks and other open spaces to one another. Such linkages, creating strong defining features, can be extended to other parts of the city.

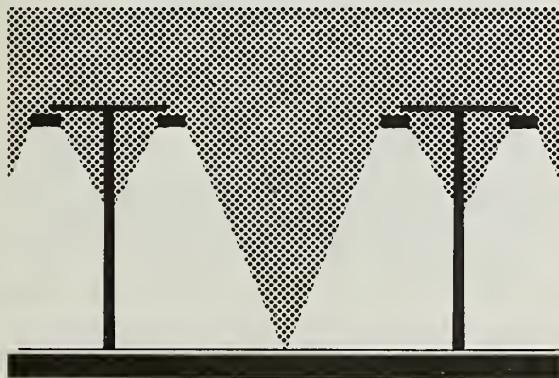
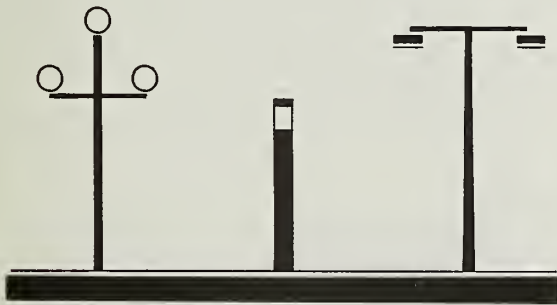
7. The pattern of major streets can be made more visible and apparent to users of the street system if the landscaping and lighting of major streets is different from that of local streets.



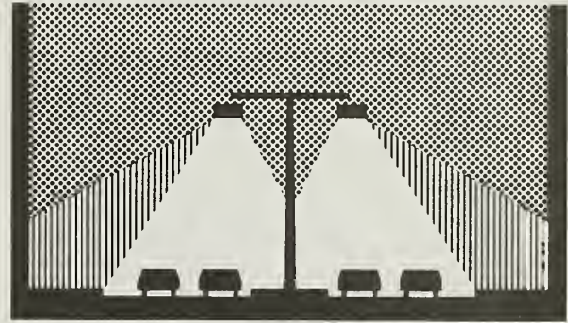
A: The consistent use of one type of tree, planted in regular intervals, can impart a sense of order and continuity appropriate to major through streets.

B: Informal, diverse patterns of planting and varieties of plant materials can act as an appropriate indication of local residential streets.

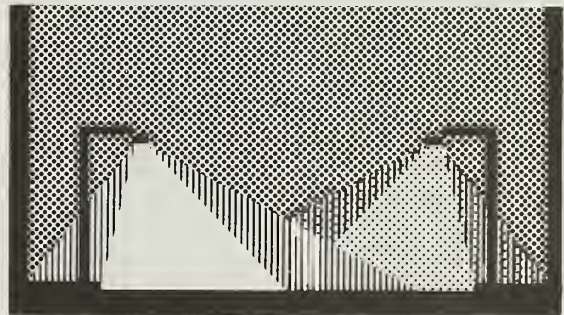
C: The difference between through and local streets can be made clearer by varying the apparent brightness, spread and color of light, as well as the height, spacing, and scale of street fixtures.



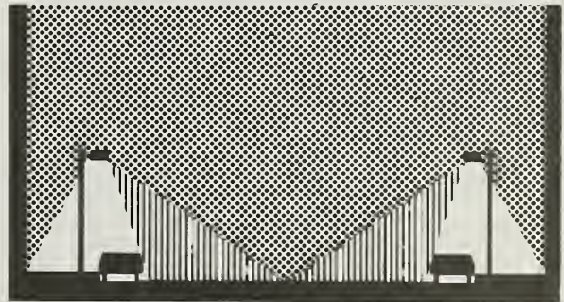
MAJOR THROUGH STREETS: Intense light, sidewalk and walls well-illuminated, blue-white light, paired spacing of high light standards.



COLLECTOR STREETS: Well-lighted streets and sidewalks, color-corrected (white) light, alternate spacing of intermediate height light standards.



LOCAL STREETS: Low glare, warm color light, alternate spacing of low height light standards.



IMPORTANT INTERSECTIONS: More intense light focussed upon intersections and crosswalks.



8. Large-scale or extensive planting on major roadways that define areas of the city can enhance the importance of the roadways as both thoroughfares and visual boundaries.

COMMENT: The extensive landscaping along the James Lick Freeway at Potrero Hill is one example. Other "boundaries" such as Nineteenth Avenue, Ocean Avenue and Monterey Boulevard could be made clearer by such planting.



9. Special lighting fixtures and quality of light can enhance the identity of districts, distinctive areas, and important shopping streets.



10. Views from roadways that reveal major destinations or that provide overlooks of important routes and areas of the city assist the traveler in orientation.

COMMENT: Traveling north along San Jose Avenue, the driver's position and direction are confirmed by the view of downtown across the Mission District.



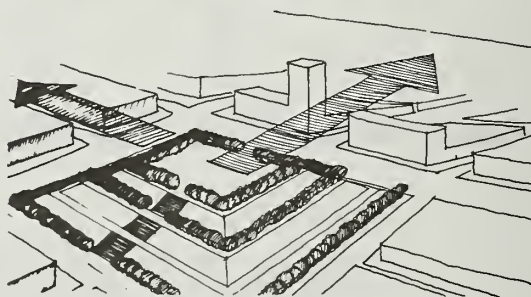
11. Arterial routes can be clarified by screening unattractive or distracting elements with landscaping when such elements cannot be removed.

Natural foliage can soften and modify the effect of extensive retaining walls, large bleak surfaces or unattractive views. The terraced retaining wall along the east side of Potrero Hill is an example of such landscaping.

12. Open spaces with direct views down streets have a greater sense of spaciousness and can be seen more easily from a distance.

A: Hilltop open space larger than a block provides views down abutting streets.

B: Hilltop open space occupying a single block and



surrounded by buildings provides views only from its edges, obliquely down streets.

C: Smaller open space on a hill occupying the street right-of-way provides direct views down the street.



13. Hilltop roads and open spaces provide panoramic views of adjacent buildings are far enough below the viewpoint.
14. Highly visible open space presents a refreshing contrast to extensive urban development.
15. Strong and organized development adjacent to parks creates an effective contrast and makes the street space between the two a pleasing space to be in.

Weak and disorganized development adjacent to parks neither complements nor effectively contrasts with the park edge.



16. Certain streets, because of unusual width or direction, are important form elements in themselves, giving identity to districts and order to the city structure.

COMMENT: Columbus Avenue and Market Street are examples of such streets. Any major interruptions of these streets would reduce their value as form elements.



17. Wide streets with low and/or scattered buildings are poorly defined and do not contribute to an orderly city pattern and image.
18. Green space closing a street provides an accent on an upper slope or top of hill.
19. Uninterrupted grid streets in flat areas often result in monotonous vistas.

Closure formed by planting contains the street space, creating a more comfortable environment.

20. The width of intersecting streets, the information displayed on street signs, and the type and location of traffic control elements can indicate the function and relative importance of streets.

COMMENT: These diagrams illustrate how the relative importance of streets can be expressed at intersections. For some intersection conditions different arrangements of curb alignment, control devices or information may be required.

LEGEND

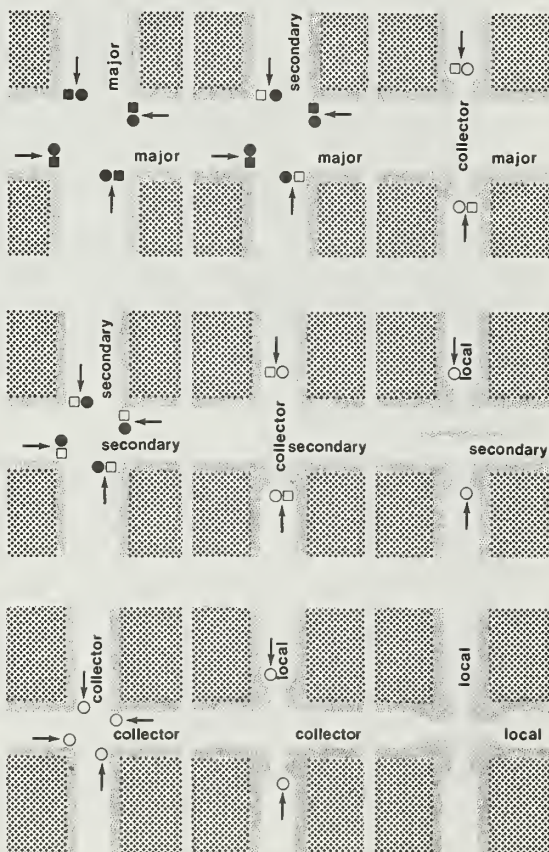
TRAFFIC CONTROL DEVICES

- Lights
- Signs

ROUTE, DESTINATION AND OTHER STREET INFORMATION

- Important signs:
Larger than used on other streets
- Optional signs:
Smaller than used on major streets

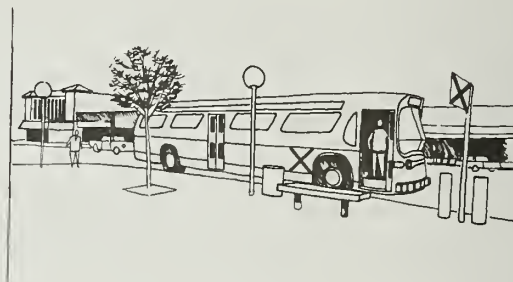
DIRECTION OF TRAFFIC SERVED



21. Transit routes, stops and transfer points can be more easily understood and remembered if they are distinctively identified by signs, landscaping and illumination.



A: Attractive, easily seen symbols at bus stops that indicate the type of service and the route can facilitate use of the transit system.



B: The importance of transfer points can be expressed by the amount and type of landscaping, provision of shelters for waiting passengers, and nighttime lighting.



POLICIES

Image and Character

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

Views contribute immeasurably to the quality of the city and to the lives of its residents. Protection should be given to major views whenever it is feasible, with special attention to the characteristic views of open space and water that reflect the natural setting of the city and give a colorful and refreshing contrast to man's development.

Overlooks and other viewpoints for appreciation of the city and its environs should be protected and supplemented, by limitation of buildings and other obstructions where necessary and by establishment of new viewpoints at key locations.

Visibility of open spaces, especially those on hilltops, should be maintained and improved, in order to enhance the overall form of the city, contribute to the distinctiveness of districts and permit easy identification of recreational resources. The landscaping at such locations also provides a pleasant focus for views along streets.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

Streets are a stable and unifying component of the city pattern. Changes in the street system that would significantly alter this pattern should be made only after due consideration for their effects upon the environment. Such changes should not counteract the established rhythm of the streets with respect to topography, or break the grid system without compensating advantages.

The width of streets should be considered in determining the type and size of building development, so as to provide enclosing street facades and complement the nature of the street. Streets and development bordering open spaces are especially important with respect to the strength and order in their design. Where setbacks establish facade lines that

form an important component of a street's visual character, new and remodeled buildings should maintain the existing facade lines.

Streets cutting across the normal grid pattern produce unusual and often beneficial design relationships that should not be weakened or interrupted in building development. Special consideration should be given to the quality of buildings and other features closing major vistas at the ends of these and other streets.

POLICY 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

Buildings, which collectively contribute to the characteristic pattern of the city, are the greatest variable because they are most easily altered by man. Therefore, the relationships of building forms to one another and to other elements of the city pattern should be moderated so that the effects will be complementary and harmonious.

The general pattern of buildings should emphasize the topographic form of the city and the importance of centers of activity. It should also help to define street areas and other public open spaces. Individual buildings and other structures should stand out prominently in the city pattern only in exceptional circumstances, where they signify the presence of important community facilities and occupy visual focal points that benefit from buildings and structures of such design.

The form of buildings is covered in greater detail in this Plan under the section on Major New Development.

POLICY 4

Protect and promote large-scale landscaping and open space that define districts and topography.

Open spaces provide a unifying and often continuous framework across the city. These open spaces are most prominent when they occur on hills and ridges and when they contain large trees and other large-scale masses of landscaping. Future landscaping efforts, both public and private, should be directed toward

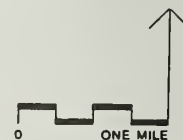


Map 1



New Landscaping to be Installed or Encouraged

Important Vista Points to be Protected



preservation of existing trees and other planting that contribute to this framework, and toward addition of large-scale landscaping that will add to and fill out the framework.

Where open spaces of any kind can be made more prominent by addition of new or large-scale landscaping, such additions should be made in order to enhance the city pattern and make the open spaces more visible in nearby neighborhoods. New building development should respect existing landscaping and avoid displacing or obscuring it. In the event that such landscaping must be displaced or obscured, a strong effort should be made to replace it with new landscaping of equal or greater prominence.

Organization and Sense of Purpose

POLICY 5

Emphasize the special nature of each district through distinctive landscaping and other features.

The design of improvements for street areas, and to some extent for private properties as well, should capitalize on opportunities to emphasize the distinctive nature of districts and neighborhoods.

Street landscaping, in particular, can be selected and designed according to a special theme for each area, providing a sense of place in addition to its other amenities. Planting for public open spaces and on private properties can be carried out in the same way, taking account of established themes and the differences in climate among districts. Distinctiveness can also be imparted by preservation and highlighting of architectural features common to the area, and the use of special materials and colors in buildings.

POLICY 6

Make centers of activity more prominent through design of street features and by other means.

Shopping streets and other centers for activity and congregation of people should stand out in an attractive manner in their districts. Some such centers, in appropriate cases, will have buildings larger than those in the surrounding area, while others will be set off only by their distinctive design treatment.

Street landscaping of a type and size appropriate to the area should be used, as well as lighting that identifies the area through special fixtures and quality of light. Sidewalk treatment should be coordinated, with distinctive paving, benches and other elements suitable to the needs and desires of merchants, shoppers and other people using the area. Building facades and the total composition of the activity center should be designed to make clear the geographical extent of the center and its relationship to the district.

POLICY 7

Recognize the natural boundaries of districts, and promote connections between districts.

Visually prominent features such as hills, roadways and large groves of trees often identify the edges of districts and neighborhoods. Although these features should not be regarded as barriers to movement from one area to another, they do have the advantage of creating an awareness of districts and neighborhoods within the total city pattern.

The positive effects of natural district boundaries should be emphasized in decisions affecting visually prominent features such as new roadways and large-scale landscaping. At the same time these same types of features can be useful links between districts, and between parks and other public and semi-public facilities. Connections between districts and facilities should be improved, with special attention to the possibilities for landscaped pathways that will provide an alternative to the street system in movement about the city.

Orientation for Travel

POLICY 8

Increase the visibility of major destination areas and other points for orientation.

In travel about the city, the ability to see one's destination and other points of orientation is an important product of the city pattern. Such an ability should be fostered in public and private development.

The design of streets, the determination of street use and the control of land uses and building types along streets should all be carried out with the visibility of such orienting features taken into account. Views from streets and other public areas should be preserved, created and improved where they include the water, open spaces, large buildings and other major features of

the city pattern. Entranceways to the city and to districts are of special concern in this respect, as are lateral and downhill views that show a panorama or corridor with prominent features.

POLICY 9

Increase the clarity of routes for travelers.

Many types of improvements can be made in street areas and in their surroundings to provide greater clarity and increase the ease of travel. Once such improvements have been made, adequate maintenance of them is of equal importance.

Among the least difficult actions would be development of a better system of identifying and directional signs, through improvement of verbal messages, symbols, graphic design and sign placement.

STREET CROSS SECTION	LANDSCAPING	LIGHTING
	Buffer Planting - Screening effect where appropriate and possible - Trees and shrubs with close spacing - Variation in species and size - Include center median where street width allows - Maximize and enhance scenic opportunities	Highest Intensity - COLOR OF LIGHT: white - LIGHT SOURCE: visible - LIGHT STANDARDS: high, alternate spacing
	Formal Design - Minimum variation in species - Large size trees - Even, close spacing - Include center median where appropriate	High Intensity - COLOR OF LIGHT: white - LIGHT SOURCE: highly visible - LIGHT STANDARDS: high, paired spacing or in median
	Less Formal Design - Some variation in species - Medium to large size trees - Even spacing	Medium Intensity - COLOR OF LIGHT: white, color-corrected - LIGHT SOURCE: visible - LIGHT STANDARDS: medium high, alternate spacing
	Informal Design - Variation in species, size and spacing - Theme trees for districts	Medium Intensity - COLOR OF LIGHT: warm - LIGHT SOURCE: least visible or concealed - LIGHT STANDARDS: low, alternate spacing, pedestrian oriented

Note: Street cross sections are diagrammatic and indicate only the desired characteristics.

SPECIAL CONSIDERATIONS

●●●● BRIDGE APPROACH LIGHTING: distinctive color

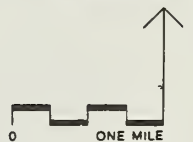
— ACTIVITY AREA LIGHTING: high intensity, warm tone

← IMPORTANT VIEWS: should not be blocked by landscaping



PLAN FOR STREET LANDSCAPING AND LIGHTING

Map 2



Although trafficway signs should be improved, the purpose and direction of traffic channels should also be made as clear as possible through design of the channels themselves. The roadway should be consistent in width and materials, with channels separated by islands and dividers where possible and changes of direction made distinct. At intersections, the differences in importance and function of the intersecting streets should be made visually clear by differences in roadway width, landscaping and lighting. The number of streets intersecting at one point should be minimized, and signs and traffic control devices should be adequate to indicate the movements permitted in all traffic lanes.

The roadway environment should be simplified and made attractive through screening of distracting and unsightly elements by landscaping, walls and buildings. The clutter of wires, signs and disordered development should be reduced. Conflict between unnecessary private signs and street directional signs should be avoided.

Clarity of routes is of similar importance for transit riders. Legible and frequent trafficway signs and an ordered roadway environment will assist these riders. Other improvements should be made in the vicinity of transit stops: these include wider sidewalks, landscaping, lighting and waiting shelters to help identify the stops, and better signs at stops and on vehicles to explain routes, types and frequency of service, and transfer points.

POLICY 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

Orientation for travel is most effectively provided where there is a citywide system of streets with established purposes: major through streets that carry traffic for

considerable distances between districts, local streets that serve only the adjacent properties, and other streets with other types of assigned functions. Once the purposes of streets have been established, the design of street features should help to express those purposes and make the whole system understandable to the traveler.

One type of feature that can be readily adjusted to the street system is landscaping. Accordingly, a plan should be put into effect for street landscaping that indicates the relative importance of streets by the degree of formality of tree planting and the species and size of the trees. In addition to differences in traffic-carrying functions, the plan recognizes the width and visual importance of certain streets, the special nature of various activity areas, and the need for screening or buffering of residential uses along streets carrying heavy traffic. Special consideration is also required for major intersections, and for important views that should not be blocked by landscaping.

POLICY 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

The same considerations that apply to street landscaping under Policy 10 apply to street lighting as well. A plan similar to that for landscaping should therefore be carried out with respect to lighting, with the design and placement of lighting fixtures and the type of illumination determined by street type and other relevant factors.

CONSERVATION

HUMAN NEEDS

In the intensely urban environment of San Francisco, there are things that have not changed. These features provide people with a feeling of continuity over time, and with a sense of relief from the crowding and stress of city life and modern times. As the city grows, the keeping of that which is old and irreplaceable may be as much a measure of human achievement as the building of the new. Certainly, the old should not be replaced unless what is new is better.

Natural areas are one such irreplaceable resource. Few examples remain of the original sand dunes, hills, cliffs and beaches that once characterized the peninsula, and fewer still are the examples of natural ecology. Reduction of such areas by development has continued until recent time, and the city can be seen to have reached an irreducible minimum if it is to keep a sense of unspoiled nature for future generations.

The natural areas answer human needs for rest, quiet, escape from the city's pace and freedom from confinement. They provide places to view the city from afar, but just as often they can turn the viewer's attention to the secluded interior of the area or to the expanses of the Ocean or the Bay.

The Bay is itself a resource of nature, although it has been encroached upon by filling and by barriers that prevent access to much of its present shoreline. Hardly any of the original shoreline remains, but the water of the Bay is still a natural area that can be seen and used by the city's residents as an important part of their lives.



The parks and other open spaces developed by man are also resources that change little over time. These areas often approach a natural state, and even as pure open space they would have value for recreation and relief from city congestion. Creation of substantial new open space is both financially and physically difficult, and therefore existing open space has even greater public value as time goes on.



Older buildings, too, lend a sense of permanence and pleasant contrast. They are links with past history, and with earlier styles of development and of living. Buildings that endure maintain a continuous culture and may set standards of excellence with which contemporary development can be compared. In some cases certain buildings may be identified with specific people or events or with great architects. Such buildings are resources for education, recreation and other human enjoyment.

Historic buildings, and in fact nearly all older buildings regardless of their historic affiliations, provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city, and establish landmarks and focal points that contribute to the city pattern.

The work of San Francisco's Landmarks Preservation Advisory Board has been notable as a dedicated effort to gain recognition for the city's heritage of older buildings. A number of landmarks have been designated, but many others are threatened and even those designated will not be permanently retained without the cooperation of their owners. Of equal importance to the designation of individual buildings is the recognition and



STREETS AREA IMPORTANT TO PERCEPTION OF THE CITY



STREETS IMPORTANT FOR THEIR QUALITY OF VIEWS

protection of whole block frontages and areas that exemplify early architectural styles and a high quality of design character. The retention of many of the traditions of San Francisco is dependent upon an expansion of preservation efforts in the future.

There are other developed areas which, though they may not contain individual buildings that are historic or otherwise outstanding, have a special character worthy of preservation. These areas have an unusually fortunate relationship of building scale, landscaping, topography and other attributes that makes them indispensable to San Francisco's image. Threats to the character of these areas are sure to be met with intense concern by their own residents and by the public at large.



The city's streets are a further resource to be conserved. Their value is not merely in the carrying of traffic. Streets are important in perception of the city pattern, since they make visible the city's outstanding features and its points of orientation. Streets also help regulate the organization and scale of building development, spacing out buildings and giving continuity to their facades.

Good views are another product of the street system. A majority of the city's streets may be said to have pleasing views of the Bay, the Ocean, distant hills or other parts of the city. Where good views are not available, streets can still function as open space for use by neighborhood residents and for landscaping to bring some sense of nature to the area.

Where the intensity of development is high, streets may even be necessary to maintain decent levels of light and air for residents and for pedestrians. In these areas, streets are the "breathing space" that permits buildings to reach high density on private properties. In other functions, streets also carry a complex of utility lines and provide access for truck deliveries and police and fire protection.

With this great variety of public values in the street system, it is necessary that clear policies be established to determine when streets must be retained in their present state, and when, under exceptional circumstances, street areas may be released for other uses consistent with the public interest.



OBJECTIVE

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

If San Francisco is to retain its charm and human proportion, certain irreplaceable resources must not be lost or diminished. Natural areas must be kept undeveloped for the enjoyment of future generations. Past development, as represented both by distinctive buildings and by areas of established character, must be preserved. Street space must be retained as valuable public open space in the tight-knit fabric of the city.



WHERE STREETS ARE MOST IMPORTANT AS SOURCES OF LIGHT, AIR AND OPEN SPACE **Map 3**

FUNDAMENTAL PRINCIPLES FOR CONSERVATION

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships for conservation.

1. Natural areas and features such as sand dunes, cliffs, hills and beaches—particularly where a relatively undisturbed natural ecology exists—are irreplaceable and of special public value and benefit within an intensely developed city.

A: The function and beauty of natural areas are significantly diminished by the intrusion of trafficways, parking lots and buildings. These facilities detract less when located in areas that have already been built upon or otherwise developed.

B: Development for human activity within these areas, such as pathways and service buildings, must be carefully located and designed if it is not to damage the natural landscape.

C: The value of natural areas can be diminished by views of buildings, parking lots and trafficways in adjacent areas.

2. New development can enhance and preserve San Francisco's distinctive qualities if it is designed with consideration for the prevailing design character and the effect on surroundings.



3. External details in building facades, entries, stairways, retaining walls and other features provide visual interest and enrichment and are consistent with the historic scale and texture of San Francisco.

A: Richly detailed facades enhance the character of the street by giving it greater visual variety. Such detail often reduces building facades and textures to a more human scale and makes the street a more pleasant place to be.



B: Even blank walls may possess visual interest if they are textured and scaled.



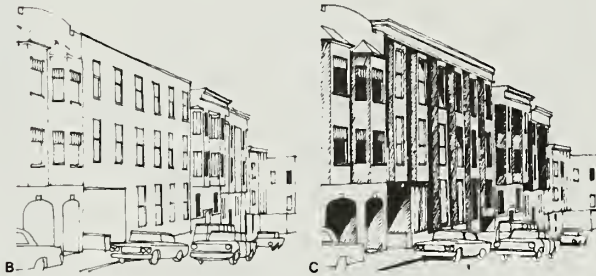
4. To conserve important design character in historic or distinctive older areas, some uniformity of detail, scale, proportion, texture, materials, color and building form is necessary.

A: Large buildings impair the character of older, small scale areas if no transition is made between small-scale and large-scale elements.



B: New blank facades introduced into areas of older, more detailed buildings detract from neighborhood character.

C: New buildings using textured materials with human scaled proportions are less intrusive in older areas characterized by fine details and scale.



D: Visually strong buildings which contrast severely with their surroundings impair the character of the area.



5. Preservation of San Francisco's strong and continuous downtown street facades will ensure maintenance of that area's distinctive character and spatial quality.

A consistent commercial facade on neighborhood shopping streets will give definition to these areas and promote activity.

6. New construction can have a positive effect on the area around it if it reflects the character of adjacent older buildings of architectural merit.



7. Renovation and restoration of older, well-designed buildings can preserve the character and interest of the streetscape if the original building design is respected in use of materials and details.



On commercial buildings, signs that fit within the architectural order of the facade do not obscure or damage the building's integrity.

COMMENT: Renovation of the old White House building includes signs that fit the building's facade. The architectural order of the Lincoln Building is almost totally obscured by signs.

8. Historic buildings represent crucial links with past events and architectural styles and, when preserved, afford educational, recreational, cultural and other benefits.

A: Historic buildings often serve as landmarks and focal points for interest, or orientation and add to a neighborhood's visual image.

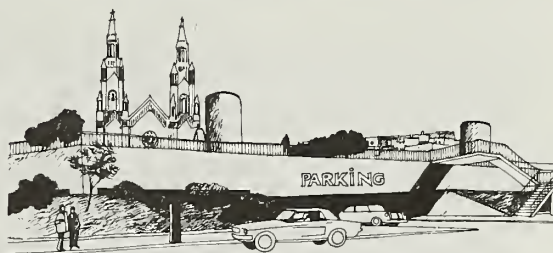


B: Relatively homogeneous groupings of buildings of architectural and historic merit, such as in Jackson Square, are especially rare and irreplaceable.

9. Historic buildings and grounds often provide necessary visual open space or passive recreation areas. Open space in the city can be supplemented by enhancing the semi-recreational functions of historic areas.

Historic buildings and grounds open to the public can function as a recreational resource.

10. Preservation of some older, low and small-scaled buildings and grounds amidst larger building towers will help conserve unique cityscape character, maintain a sense of openness and green space, and produce a more livable environment.
11. Building of parking garages under parks can seriously lessen their natural qualities when the access ramps, air vent and elevator structures and other changes in the park's surface intrude upon the landscape.



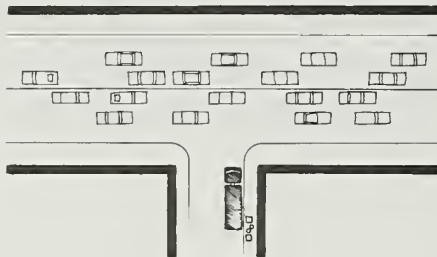
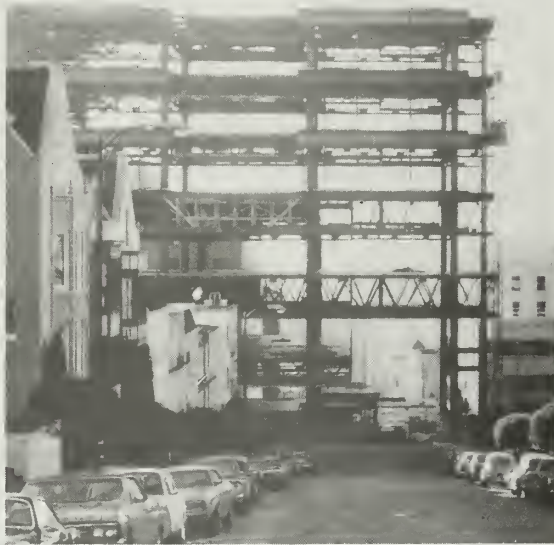
12. Street space provides an important form of public open space, especially in areas of high density that are deficient in other amenities.

COMMENT: Alleys and streets in Chinatown and in the Mission district often serve as recreation places. Building in the street would remove this important resource.

13. Street space provides light, air, space for utilities and access to property.

COMMENT (a): Building development in or over street spaces can reduce light and air.

COMMENT (b): Alleys and small street spaces are often one of the few means for trucks and other service vehicles to stop out of the main stream of traffic. Vacation of them could add to the congestion of other city streets.



14. Street space services as a means to control and regulate the scale and organization of the future development by:
- a. protecting against the accumulation of overly large parcels of property under single ownership on which massive buildings could be constructed; and
 - b. indirectly controlling the visual scale and density of development, as well as maintaining continuity of facades.

COMMENT: Once vacated, a street space could be built upon to allowable densities. In some critical areas of the city, the addition of dwelling units or floor space on vacated street areas might be acutely felt.

15. Traditional street patterns and spaces can often be essential to maintaining an appropriate setting for historical and architectural landmarks or areas.

COMMENT: Development in the street space abutting historic buildings would destroy the setting.

16. Views from streets can provide a means for orientation and help the observer to perceive the city and its districts more clearly.

17. Blocking, construction or other impairment of pleasing street views of the Bay or Ocean, distant hills, or other parts of the city can destroy an important characteristic of the unique setting and quality of the city.



POLICIES

Natural Areas

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

Natural areas in the city that remain in their original state are irreplaceable and must not be further diminished. Significant development should not take place in these areas, and facilities necessary to aid in human enjoyment of them should not disturb their visual feeling or natural ecology. Accordingly, parking lots and service buildings should be confined to areas that are already developed, and access pathways should be designed to have a minimum effect upon the natural environment. Where possible, the interior of these natural areas should be out of sight of the developed city.

Lands in public ownership, primarily those of the City and Federal governments, constitute the bulk of these natural areas. Coordinated programs for conservation of both land features and ecology should be carried out, with high priority given to such management functions. Where natural areas are in private ownership, either special incentives or public acquisition should be used to assure a similar degree of preservation.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

The recreation and open space values of parks and other open and landscaped areas developed by man ought not to be reduced by unrelated or unnecessary construction. These resources are not expected to be increased substantially in future time, whereas the public need for them will surely grow.

Facilities placed in these areas should be of a public nature and should add to rather than decrease their recreation and open space values. Facilities that can be accommodated outside of established parks and open spaces should be placed at other appropriate locations.

Where new facilities are necessary in these parks and open spaces, they should be sited in areas that are already partially developed in preference to areas with a greater sense of nature.

Through traffic, parking lots and major buildings should be kept out of established parks and open spaces where they would be detrimental to recreation and open space values. Parking garages and other facilities should not be placed beneath the surface in these areas unless the surface will retain its original contours and natural appearance. Realignment of existing trafficways in these areas should avoid destruction of natural features and should respect the natural topography with a minimum of cutting and filling. The net effect of any changes in parks and open spaces should be to enhance their visual qualities and beneficial public use.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

The filling of San Francisco Bay over more than a century has already reduced the size of the Bay and the quality and extent of its natural shoreline below acceptable limits. Further filling and replacement of filled areas should be severely limited to cases in which there are strong public purposes to be served and clear opportunities for increased public use and enjoyment of the Bay and its shoreline. These basic policies have been established on a regional basis by the San Francisco Bay Plan.

Development on the Bay shoreline should be related both to the water of the Bay and to the uses and activities that occur inland. Specific plans for sectors of the shoreline adopted by the City should govern the urban design aspects of detailed development, and should emphasize access to the Bay by the city's residents.

Access to the Bay should be considered as a total system in which a maximum of communication with the water is made possible consistent with other shoreline uses. Access includes physical contact with the water and the shore at recreation areas, and it also includes visual contact through views of the water and of water-related activities. The system of access requires careful review of development and land use at the water's edge, and similar review of projects further inland that will affect physical and visual contact with the water.

Richness of Past Development

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design or characteristics exemplifying the best in past styles of development should be permanently preserved. The efforts of the Landmarks Preservation Advisory Board should be supported and strengthened, and a continuing search should be made for new means to make landmarks preservation practical both physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed, with attention both to individual buildings and to areas or districts. Efforts for preservation of the character of these landmarks should extend to their surroundings as well. Preservation measures should not, however, be entirely bound by hard-and-fast rules and labels, since to some degree all older structures of merit are worthy of preservation and public attention. Therefore, various kinds and degrees of recognition are required, and the success of the preservation program will depend upon the broad interest and involvement of property owners, improvement associations and the public at large.

POLICY 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

Although the Landmarks Preservation Advisory Board and other agencies have certain powers relative to the exterior remodeling of designated landmarks, the problem of detrimental remodelings is far broader. The character and style of older buildings of all types and degrees of merit can be needlessly hidden and diminished by misguided improvements. Architectural advice, and where necessary and feasible the assistance of public programs, should be sought in order to assure that the richness of the original design and its materials and details will be restored.

Care in remodelings should be exercised in both residential and commercial areas. Along commercial streets, the signs placed on building facades must be in keeping with the style and scale of the buildings and street, and must not interfere with architectural lines and details. Compatible signs require the skills of architects and graphics designers. In commercial areas as well as residential neighborhoods, the interest and participation of property owners and occupants should be enlisted in these efforts to retain and improve design quality.

POLICY 6

Respect the character of older development nearby in the design of new buildings.

Similar care should be exercised in the design of new buildings to be constructed near historic landmarks and in older areas of established character. The new and old can stand next to one another with pleasing effects, but only if there is a similarity or successful transition in scale, building form and proportion. The detail, texture, color and materials of the old should be repeated or complemented by the new.

Often, as in the downtown area and many district centers, existing buildings provide strong facades that give continuous enclosure to the street space or to public plazas. This established character should also be respected. In some cases, formal height limits and other building controls may be required to assure that prevailing heights or building lines or the dominance of certain buildings and features will not be broken by new construction.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

All areas of San Francisco contribute in some degree to the visual form and image of the city. All require recognition and protection of their significant positive assets. Some areas may be more fortunately endowed than others, however, with unique characteristics for which the city is famous in the world at large. Where areas are so outstanding, they ought to be specially recognized in urban design planning and protected, if the need arises, from inconsistent new development that might upset their unique character.

These areas do not have buildings of uniform age and distinction, or individual features that can be readily singled out for preservation. It is the combination and eloquent interplay of buildings, landscaping, topography and other attributes that makes them outstanding. For that reason, special review of building proposals

may be required to assure consistency with the basic character and scale of the area. Furthermore, the participation of neighborhood associations in these areas in a cooperative effort to maintain the established character, beyond the scope of public regulation, is essential to the long-term image of the areas and the city.

SPECIAL CHARACTERISTICS OF OUTSTANDING AND UNIQUE AREAS

TELEGRAPH HILL

A hilltop park with the highly visible green of trees from which Coit Tower rises above all else.

Low, small-scale buildings having predominantly flat roofs and light pastel colors, hugging the topography in a highly articulated form which contrasts with the power of downtown construction.

Cliffs and complex stairs and walkways on the east side above the waterfront, with buildings perched precariously along the slope and trees interspersed.

Intimate pedestrian scale and texture of streets and housing, with sudden and dramatic views of the Bay and downtown through narrow openings.

RUSSIAN HILL

A harmonious, balanced relationship of low, small-scale older buildings and tall, slender towers. Increasing height of buildings toward the top that emphasizes the hill form and sets Russian Hill apart from other high areas to the south and west.

Varied and well-tended landscaping in parks, yards and streets that provides a rich background for the buildings and a cascading effect on the slopes.

Highly detailed buildings and many retaining walls that articulate the hill and provide warmth of color.

PACIFIC HEIGHTS

A sequence of building heights rising steadily up the north slope to the top of the ridge. Emphasis of this sequence, and of the contrasts of low and high buildings, by the dark colors of trees and houses at the base of lighter apartment towers.

Outstanding Bay views down streets and across the formally landscaped grounds of detached houses.

Spacious and distinguished residences with richness of detail and materials, including works of outstanding architects and excellent examples of the Victorian period.

Well-landscaped and well-proportioned street areas, with building setbacks and fine details in stairways, fences and paving patterns.



OUTSTANDING AND UNIQUE AREAS

BUENA VISTA AND UPPER MARKET

Exceptional variety produced by differences in street patterns across an uneven chain of hills, and a diverse mixture of building styles and roof types.

A finely scaled building pattern of small wall surfaces and pastel colors, with highly visible planting on steep slopes.

Hilltop parks easily seen from below, with excellent views of the city from a central location.

Houses of varied sizes and individual forms having interesting setbacks, cornices and bay windows, many of notable architectural quality.

DOLORES HEIGHTS

A uniform scale of buildings, mixed with abundant landscaping in yards and steep street areas.

Rows of houses built from nearly identical plans that form complete or partial block frontages, arranged on hillside streets as a stepped-down series of flat or gabled roofs.

Building setbacks with gardens set before Victorian facades and interesting entryways.

Street Space

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

Street areas have a variety of public values in addition to the carrying of traffic. They are important, among other things, in the perception of the city pattern, in regulating the scale and organization of building development, in creating views, in affording neighborhood open space and landscaping, and in providing light and air and access to properties.

Like other public resources, streets are irreplaceable, and they should not be easily given up. Short-term gains in stimulating development, receipt of purchase money and additions to tax revenues will generally compare unfavorably with the long-term loss of public values. The same is true of most possible conversions of street space to other public uses, especially where construction of buildings might be proposed. A strong presumption should be maintained, therefore, against the giving up of street areas, a presumption that can be overcome only by extremely positive and far-reaching justification.

POLICY 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

Every proposal for the giving up of public rights in street areas, through vacation, sale or lease of air rights, revocable permit or other means, shall be judged with the following criteria as the minimum basis for review:

a. No release of a street area shall be recommended which would result in:

- (1) Detriment to vehicular or pedestrian circulation;
- (2) Interference with the rights of access to any private property;
- (3) Inhibiting of access for fire protection or any other emergency purpose, or interference with utility lines or service without adequate reimbursement;

- (4) Obstruction or diminishing of a significant view, or elimination of a viewpoint;
 - (5) Elimination or reduction of open space which might feasibly be used for public landscaping or public recreation;
 - (6) Elimination of street space adjacent to a public facility, such as a park, where retention of the street might be of advantage to the public facility;
 - (7) Elimination of street space that has formed the basis for creation of any lot, or construction or occupancy of any building according to standards that would be violated by discontinuance of the street;
 - (8) Enlargement of a property that would result in (i) additional dwelling units in a multi-family area; (ii) excessive density for workers in a commercial area; or (iii) a building of excessive height or bulk;
 - (9) Reduction of street space in areas of high building intensity, without provision of new open space in the same area of equivalent amount and quality and reasonably accessible for public enjoyment;
 - (10) Removal of significant natural features, or detriment to the scale and character of surrounding development.
 - (11) Adverse effect upon any element of the Master Plan or upon an area plan or other plan of the Department of City Planning; or
 - (12) Release of a street area in any situation in which the future development or use of such street area and any property of which it would become a part is unknown.
- b. Release of a street area may be considered favorably when it would not violate any of the above criteria and when it would be:
- (1) Necessary for a resubdivision, redevelopment project or other project involving assembly of a large site, in which a new and improved pattern would be substituted for the existing street pattern;

- (2) In furtherance of an industrial project where the existing street pattern would not fulfill the requirements of modern industrial operations;
- (3) Necessary for a significant public or semi-public use, where the nature of the use and the character of the development proposed present strong justifications for occupying the street area rather than some other site;
- (4) For the purpose of permitting a small-scale pedestrian crossing consistent with the principles and policies of The Urban Design Element; or
- (5) In furtherance of the public values and purposes of streets as expressed in The Urban Design Element and elsewhere in the Master Plan.

POLICY 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

In order to avoid the unnecessary permanent loss of streets as public assets, methods of release short of total vacation should be considered in cases in which some form of release is warranted. Such lesser methods of release permit later return of the street space to street purposes, and allow imposition of binding conditions as to development and use of the street area.

Mere closing of the street to traffic should be used when it will be an adequate method of release. Temporary use of the street should be authorized when permanent use is not necessary. A revocable permit should be granted in preference to street vacation. And sale or lease of air rights should be authorized where vacation of the City's whole interest is not necessary for the contemplated use. In any of these lesser transactions, street areas should be treated as precious assets which might be required for unanticipated public needs at some future time.

MAJOR NEW DEVELOPMENT

HUMAN NEEDS

Much of the characteristic pattern of San Francisco has remained the same, and yet change is continuous. New development stands out because it is new and because it is different — sometimes quite different from what the city has known before. The effect upon the pattern of the city and its neighborhoods is often auspicious, but at times it is not. As rebuilding occurs, there may be changes in the city's essential qualities.

The fitting in of new development is, in a broad sense, a matter of scale. It requires a careful assessment of each building site in terms of the size and texture of its surroundings, and a very conscious effort to achieve balance and compatibility in the design of the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Scale is relative, therefore, since the height, bulk and appearance of past development differ among the districts of the city.

People in San Francisco are accustomed to a skyline and streetscape of buildings that harmonize in color, shape and details. Much effort has been made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care has been accorded the edges of distinct districts, where transitions in scale are especially important. By tradition in San Francisco, as in other great cities of the world, unusual building forms and monumental scale have been reserved for buildings with the greatest significance to the community. These buildings characterize the mood and institutions of the city, and by their quality and nature express the city's aspirations to the world at large.

In questions of scale, the height of buildings has received the greatest and most continuous public attention. San Francisco has established the most extensive system of legislated height controls in any American city, expressing its concern over building height in this manner since as early as 1927. Nevertheless, a citywide plan for building height has not existed prior to this time, and both residents and visitors have experienced stress and concern at the prospect that the appearance of the skyline may continue to change rapidly without further direction.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in a white city, connote the power and prosperity of man's modern achievements. They make economical use of land, offer fine views to their occupants, and can permit efficient deployment of public services. In recent times, however, new pressures upon the design of these buildings have been produced by increases in technical construction capabilities, in demands for large blocks of floor space, in the breadth of financing methods, and in the image-consciousness of major business firms. As each building becomes larger and the whole city becomes more intensively developed, the challenges for urban design are multiplied.

Exceptional height can have either positive or negative effects upon the city pattern and the nearby environment. A building that is well designed in itself will help to reinforce the city's form if it is well placed, but the same building at the wrong location can be utterly disruptive.

If properly placed, tall buildings can enhance the topographic form and existing skyline of the city. They can orient the traveler by helping to clarify his route and identify his destination. Building height can define districts and centers of activity. These advantages can be achieved without blocking or reduction of views from private properties, public areas or major roadways, if a proper plan for building height is followed. Such a plan must weigh all the advantages and disadvantages of height at each location in the city, and must take into account appropriate established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. Such a plan must also be applied with recognition of the functional and economic needs for space in major centers for offices, high density apartments, hotels and institutions providing public services.

The remaining aspect of building scale to be considered is that of bulk, or the apparent massiveness of a building in relation to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height, and the result can be a blocking of near and distant views and a disconcerting dominance of the skyline and the neighborhood. The users of modern building space may find these bulky forms more efficient, and the forms may seem logical for combining several uses in a single development, but such considera-

tions do not measure the external effects upon the city. Neither height limits nor limits upon the amounts of floor space permitted will directly control excessive bulk, and therefore specific attention to this problem is called for.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface that is visible, and the degree to which the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness must consider the existing scale of development in each area of the city and the effects of topographic form in exposing building sites to widespread view.

The largest potential building sites present the greatest problems and challenges for moderation of building form. On these sites, normal controls over the form and intensity of construction that are intended primarily for smaller sites have less precision, and the external effects of large developments upon the surrounding area and upon the city may be far greater. The stakes are high for both the developers and the future of the city, with a resulting tendency toward controversy and frustration, and unfortunate divisive effects in the community. For these reasons, the larger sites require separate and more intensive consideration in policies relating to building form.

OBJECTIVE

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

As San Francisco grows and changes, new development can and must be fitted in with established city and neighborhood patterns in a complementary fashion. Harmony with existing development requires careful consideration of the character of the surroundings at each construction site. The scale of each new building must be related to the prevailing height and bulk in the area, and to the wider effects upon the skyline, views and topographic form. Designs for buildings on large sites have the most widespread effects and require the greatest attention.

FUNDAMENTAL PRINCIPLES FOR MAJOR NEW DEVELOPMENT

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in major new development.

1. The relationship of a building's size and shape to its visibility in the cityscape, to important natural features and to existing development determines whether it will have a pleasing or a disruptive effect on the image and character of the city.

A: Tall, slender buildings near the crown on a hill emphasize the form of the hill and preserve views.

B: Extremely massive buildings on or near hills can overwhelm the natural land forms, block views, and generally disrupt the character of the city.



C: Low, smaller-scale buildings on the slopes of hills, at their base and in the valleys between complement topographic forms and permit uninterrupted views.



D: Low buildings along the waterfront contribute to the gradual tapering of height from hilltops to water that is characteristic of San Francisco and allows views of the Ocean and the Bay.

E: Larger, taller buildings can blend pleasantly with small-scaled areas if the change in scale is not excessive and if their form or surface pattern is articulated to reflect the existing scale.

2. Building siting and massing with respect to street pattern influence the quality of views from street space.

A: Tall buildings on the tops of hills allow clear views down streets.

B: Tall buildings on slopes of hills severely restrict views from above.



3. Clustering of larger, taller buildings at important activity centers (such as major transit stations) can visually express the functional importance of these centers.
4. The relationship between areas of low, fine-scaled buildings and areas of high, large-scaled buildings can be made more pleasing if the transition in building height and mass between such areas is gradual.
5. Taller or more visually prominent buildings can provide orientation points and increase the physical distinction, variety and contrast of large areas with similar streets and buildings, particularly areas of unrelieved monotony.

6. When highly visible buildings are light in color, they reinforce the visual unity and special character of the city.



7. Buildings which meet the ground and reflect the slope of the hill relate to the land form.

Buildings on the downhill side of streets placed on stilts do not relate to the ground visually and create useless, unattractive space beneath.

8. The use of unusual shapes for tall office, hotel or apartment buildings detracts from the clarity of urban form by competing for attention with buildings of greater public significance. The juxtaposition of several such unusual shapes may create visual disorder.

9. Unique building forms can appropriately signify major community facilities.

COMMENT: The distinctive forms of City Hall and St. Mary's Cathedral clearly indicate their public importance.



10. Major public buildings of symbolic importance may be appropriately located in highly visible settings.

COMMENT: Major public buildings have traditionally been placed at the focus of axial street views, provided they do not block city views.

11. A building situated in a visually dominant position, whose exterior is blank and uninteresting, does not relate to surrounding development and tends to repel the observer's attention.

COMMENT: The exposed location and extensive, uninterrupted mass of the San Francisco College for Women dormitory produce a discordant form relationship to other college buildings, to the hill and top the immediate vicinity.

12. A long or wide building becomes excessively bulky in appearance when its height significantly exceeds that of buildings in the surrounding area.

COMMENT: While the Federal Office Building is similar in length and width to many large buildings nearby, it exceeds the prevailing building heights and is a discordant element in the skyline.

13. A bulky building creates the most visual disruption when seen from a distance as the dominant silhouette against a background and/or foreground of much smaller structures.



14. Bulky buildings that intrude upon or block important views of the Bay, Ocean or other significant citywide focal points are particularly disruptive.

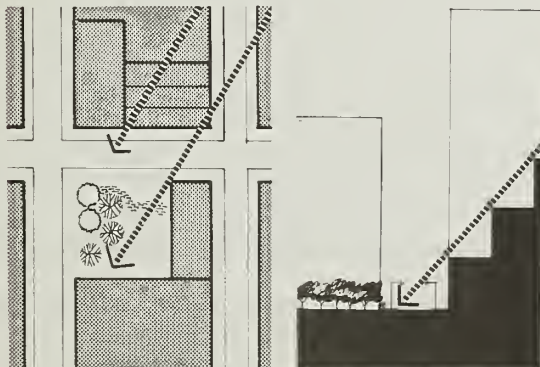
COMMENT: The Fontana Apartments, near the waterfront, block many public and private views of the Bay and Marin County.

15. Plazas or parks located in the shadows cast by large buildings are unpleasant for the user.



A: Large buildings can be oriented to minimize shadows falling on public or semi-public open spaces.

B: The height and mass of tall, closely packed buildings can be shaped to permit sunlight to reach open spaces.



16. Corner plazas can be pleasing if the streets are not excessively wide and if surrounding properties are developed with buildings that define the space well.

17. Elevated pedestrian levels in large developments, if they relate visually and functionally to the street-level pedestrian system, are easy to find and use and contribute to the consistency of development.

A clearly expressed transition from an elevated pedestrian system to the sidewalk ties the two systems together visually and functionally.

18. Buildings of a uniform height provide good spatial definition of larger public squares or plazas.

Larger public open spaces surrounded by irregular buildings are poorly defined.



POLICIES

Visual Harmony

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

New buildings should be made sympathetic to the scale, form and proportion of older development. This can often be done by repeating existing building lines and surface treatment. Where new buildings reach exceptional height and bulk, large surfaces should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings.

Although contrasts and juxtapositions at the edges of districts of different scale are sometimes pleasing, the transitions between such districts should generally be gradual in order to make the city's larger pattern visible and avoid overwhelming of the district of smaller scale. In transitions between districts and between properties, especially in areas of high intensity, the lower portions of buildings should be designed to promote easy circulation, good access to transit, good relationships among open spaces and maximum penetration of sunlight to the ground level.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

Large buildings are most consistent with the visual unity of the city when they are light in color. The characteristics of San Francisco's climate and the varied effects of sunlight through the day in clear and fog-filled skies make bright but subtle hues a life-giving element in the skyline. Prominent new buildings should reflect this pattern.

Buildings of unusual shape stand out in the skyline. They call attention to themselves and correspondingly reduce the visual significance of other features in the city pattern. Such buildings may also create a jarring dishar-

mony that counteracts the traditional blending of regular rectilinear forms in the San Francisco skyline. Unusual shapes, especially in large buildings, should therefore be reserved for structures of broad public significance such as those providing community-wide services.

POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Certain buildings will achieve visual prominence, whatever their design, because of their exposed locations. Among such locations are those at tops of hills; those fronting on permanent open space such as the Bay, parks, plazas and areas with height limits; those facing wide streets or closing the vista at the end of a street; and those affording a silhouette against the sky, a muted background or a formal order such as in the Civic Center.

At locations of such prominence, the quality of building design is of special significance, and special efforts should be made to promote the best architectural solutions in both public and private buildings. In such solutions, the positive potentials of the site should be emphasized.

Height and Bulk

POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

New buildings should not block significant views of public open spaces, especially large parks and the Bay. Buildings near these open spaces should permit visual access, and in some cases physical access, to them.

Buildings to the south, east and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas. Larger squares and plazas will benefit, in addition, from uniform facade lines and cornice heights around them which will visually contain the open space.

Large buildings and developments should, where feasible, provide ground level open space on their sites, well situated for public access and for sunlight penetration. The location and dimensions of such open space should be carefully considered with respect to the placement of other buildings and open spaces in the area, and with respect to the siting and functioning of the building with which it is provided. Where separation of pedestrian and vehicular circulation levels is possible in provision of such open space, such separation should be considered.

POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

The height of new buildings should take into account the guidelines expressed in this Plan. These guidelines are intended to promote the objectives, principles and policies of the Plan, and especially to complement the established city pattern. They weigh and apply many factors affecting building height, recognizing the special nature of each topographic and development situation.

Tall, slender buildings should occur on many of the city's hilltops to emphasize the hill form and safeguard views, while buildings of smaller scale should occur at the base of hills and in the valleys between hills. In other cases, especially where the hills are capped by open spaces and where existing hilltop development is low and small-scaled, new buildings should remain low in order to conserve the natural shape of the hill and maintain views to and from the open space. Views along streets and from major roadways should be protected. The heights of buildings should taper down to the shoreline of the Bay and Ocean, following the characteristic pattern and preserving topography and views.

Tall buildings should be clustered downtown and at other centers of activity to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. Such buildings should also occur at points of high accessibility, such as rapid transit stations in larger commercial areas. In these various commercial centers, building height should taper down toward the edges to provide gradual transitions to other areas.

In residential and smaller commercial areas, tall buildings should occur closest to major centers of employ-

ment and community services which themselves produce significant building height, and at locations where height will achieve visual interest consistent with other neighborhood considerations. At outlying and other prominent locations, the point tower form (slender in shape with a high ratio of height to width) should be used in order to avoid interruption of views, casting of extensive shadows or other negative effects. In all cases, the height and character of existing development should be considered.

The guidelines in this Element express ranges of height that are to be used as an urban design evaluation for the future establishment of specific height limits affecting both public and private buildings. For any given location, urban design considerations indicate the appropriateness of a height coming within the range indicated. The guidelines are not height limits, and do not have the direct effect of regulating construction in the city.

POLICY 6

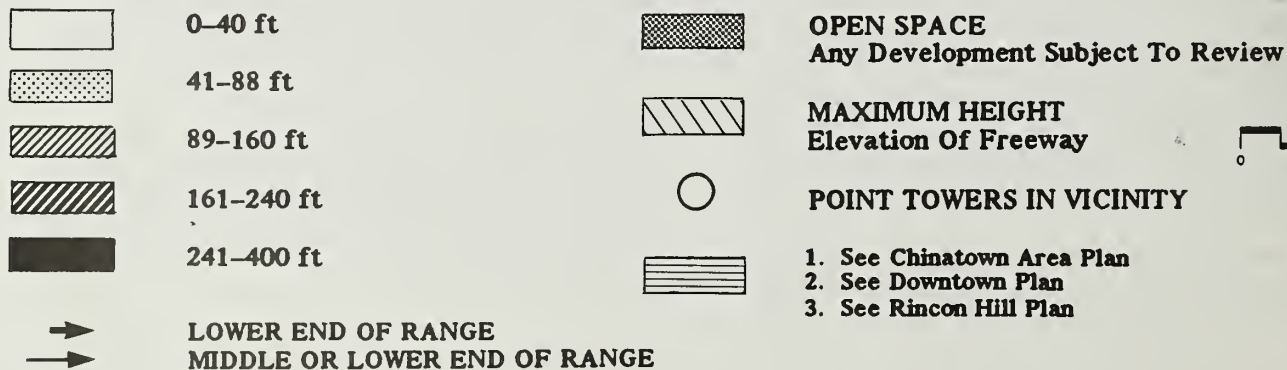
Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

When buildings reach extreme bulk, by exceeding the prevailing height and prevailing horizontal dimensions of existing buildings in the area, especially at prominent and exposed locations, they can overwhelm other buildings, open spaces and the natural land forms, block views and disrupt the city's character. Such extremes in bulk should be avoided by establishment of maximum horizontal dimensions for new construction above the prevailing height of development in each area of the city.

The guidelines for building bulk expressed in this Element are intended to form an urban design basis for such regulation. These guidelines favor relatively slender construction above prevailing heights, but would not limit the horizontal dimensions of buildings below those heights. Generally speaking, the guidelines would not limit the total floor space that could be built, but would help to shape it to avoid negative external effects. If two or more towers are to be built on a single property, their total effect should be considered and a significant separation should be required between them. The precise form of the building or buildings would in large measure be left to the individual developer and his architects under these guidelines.



URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

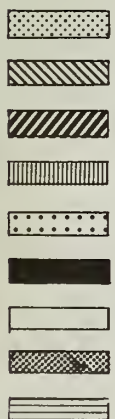


Map 4





URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS



Guidelines Apply
Above Height Of

40 ft
80 ft
40 ft*
40 ft
60 ft
150 ft

Guidelines For
Maximum Plan
Dimension

110 ft
110 ft
110 ft*
250 ft
250 ft
250 ft

Guideline For
Maximum Diagonal
Plan Dimension

125 ft
125 ft
140 ft*
300 ft
300 ft
300 ft

Bulk Regulated By Height Controls

OPEN SPACE: Any Development Subject To Review

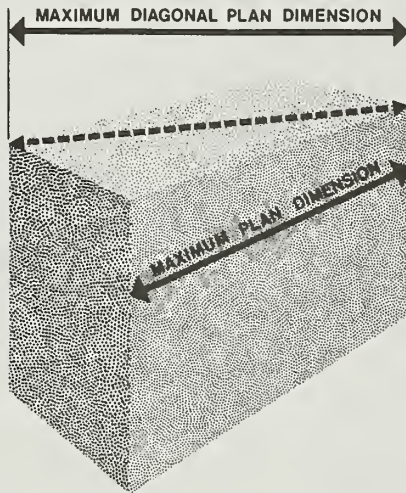
1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan

* Also Applies To Point Towers Where Designated In
Urban Design Guidelines For Height Of Buildings.

Map 5

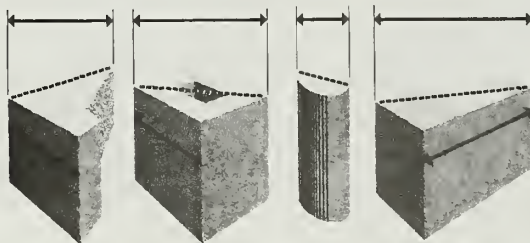


The guidelines of this Element for building bulk are only minimum guidelines, and they are not intended to reduce the necessity for other expressed policies pertaining to height, visual harmony or other factors. Even with building bulk kept within these guidelines, efforts should be made to articulate and soften building surfaces to reduce the massiveness of appearance to a great degree



METHOD OF MEASURING BULK

MAXIMUM PLAN DIMENSION: The greatest horizontal dimension along any wall of the building, measured at a height corresponding to the prevailing height of other development in the area.



BULK MEASUREMENTS APPLIED TO OTHER BUILDING FORMS

MAXIMUM DIAGONAL PLAN DIMENSION: The horizontal dimension between the two most separated points on the exterior of a building, measured at a height corresponding to the prevailing height of other development in the area.

Large Land Areas

POLICY 7

Recognize the special urban design problems posed in development of large properties.

The larger a potential site for development, the greater are apt to be the size and variety of the urban design questions raised. Larger sites may mean greater visual prominence of development and greater impact upon the city pattern. As more land area is included in a single project, the possibilities are increased that the public resources in natural areas, historic buildings and street space will be affected. Larger developments also have substantial requirements for public services, including transportation.

Under normal land use controls, most large development is governed by a "floor area ratio", which permits floor space to be built in each project in proportion to the amount of land area available. The floor area ratio limit tends to be geared to development of sites of small and moderate size, but not to take account of the impact of occasional developments that take up one or more whole blocks of land. Such developments, under this type of formula, may have a single building of truly massive proportions, or a series of building forms constructed in one or more phases.

These differences in nature and impact require that large sites be given close consideration in urban design planning.

POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

The height and bulk guidelines of this Element will help to some extent in reducing the negative effects of development on large sites. They will not, however, deal with all the special problems raised or guarantee good quality of design.

Other measures are available and may be necessary. In some cases, ordinary zoning restrictions might be tightened, or rezoning to permit a large development might be deferred in the absence of adequate assurances of compatible development. New standards might be

added to require open space in large projects, and floor area ratios might be reduced or made less advantageous for larger sites.

Because government involvement often occurs as larger sites are developed, through marketing of the site itself, through redevelopment powers, through vacation of streets or in some other manner, the government role might be made more restrictive in such involvement.

There is no substitute, however, for early and frequent communication as to the merits and design of a proposed project between the developer and his architects on the one hand and public urban design professionals and interested citizens on the other. Such communication will give an early and more reasoned assessment of the positive and negative effects of the project upon the city and the surrounding area, and will reduce the chances of later delays and controversies. Processes toward these ends should be employed for all major projects in the city.

POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

Development of large properties, by condensing growth and change in certain areas of the city, emphasizes the effects that long-term growth and change can have upon the physical makeup of San Francisco. There is nothing in the nature of cities that will guarantee the continued livability of this or any other city. The citizens of San Francisco have an uncommon awareness that the environment is finite, and that the advantages of greater size and intensity may have ultimate limits.

That awareness is healthy and progressive and should be fostered. It should be given new outlets to help shape the physical form of the city. As in this Urban Design Element, it can identify the attributes of the city that need to be protected and enhanced. Good planning, supported by an interested public, can channel growth to the right places in the city, build growth around previously established transportation systems and other services, cause other public costs to be borne in part by the developers who benefit from them, and hold in place the natural regulators of growth such as streets and open spaces. Above all, it can and should control the form of individual buildings so that they will be compatible with the character of the city.

More should be known as to the long term effects of growth in San Francisco. These effects and the means for moderating them should be studied in a rational manner through the normal processes of planning, and none of the important factors should be overlooked. Ultimately, certain limits upon total growth may prove to be necessary if the integrity of the city is to be preserved.

NEIGHBORHOOD ENVIRONMENT

HUMAN NEEDS

The people of San Francisco are the city's reason for being and its hope for the future. Most residents live in areas that can be characterized as distinct neighborhoods, and the quality of these neighborhoods has a strong effect upon their personal outlook. Neighborhood quality is of overriding importance to the individual, since the most basic human needs must be satisfied close to home. The long-term future of the city's entire physical environment may also depend upon good neighborhoods, because only when they find satisfaction in their own areas can residents freely turn their attention to matters affecting the larger community.

There is no great difference of opinion as to what makes a neighborhood a good place to live from an urban design standpoint: people wish to have a tolerable and comfortable living environment, safe and free from stress, and the elements that make up such an environment are easily described. People also wish to know that their neighborhoods will be guarded against physical deterioration, and that any elements they consider deficient are likely to be improved. Because neighborhood quality is defined in the residents' own terms, the neighborhood environment will be better if residents participate in the planning of local improvements.

Studies show that the outstanding concerns of people today in their neighborhood environment are matters of health and safety. Traffic is the leading issue, with automobiles moving through residential areas in large volumes and at high speeds, producing noise and pollutants and putting pedestrians in constant danger. With each increase in traffic the streets become less a part of the living environment and more a world of their own. Residents find the streets unsafe and unpleasant, and try to shut them out.

The quality of neighborhood maintenance is also of major concern. A sense of pride and satisfaction requires that all parts of the local environment be well maintained: streets, parks, public buildings, neighbors' properties, and especially one's own house and yard. When the area is well kept and has visual qualities that distinguish it from other areas, a resident has a feeling of neighborhood that gives him a sense of being at home though he may be a block or more from his dwelling.

Another element of good neighborhoods is the presence of open space and recreation opportunities. The most satisfying recreation space is close by and visible, with a feeling of nature and a variety of facilities for all age groups. Such recreation space may be found on private properties, in neighborhood parks, along the sidewalks and in undeveloped street areas. On a citywide scale, larger recreation facilities that require travel away from home provide an even greater variety of opportunities. On this larger scale, the shoreline of San Francisco Bay has a potential that is not fully used.

There are many other elements that can bring amenity to the neighborhood environment. Planting in streets and yards, well designed and well cared for, adds immeasurably to the visual quality of an area, softening and complementing the hard appearance of pavement and buildings. Continuous building facades and generous sidewalks with interesting details establish a pleasant mood for the pedestrian. Freedom from the clutter of open parking lots, large signs and overhead wires can also make the difference between an agreeable living environment and one that is disquieting or even blighted.

With respect to the many improvements in environment that can be made by public and private actions, the needs of the city's neighborhoods are by no means uniform. Some neighborhoods have serious deficiencies in one or more elements affecting neighborhood quality, while others are more fortunate. Some neighborhoods have greater needs because their residents live in conditions of greater density, or because the residents include more children and older people who tend to live within a smaller world in which the resources close at hand are the most important. People of low income, too, especially renters who have little direct role in maintaining

their own physical environment, have special needs that characterize certain neighborhoods where the danger of physical decline is already very apparent.

These differences in neighborhoods point up the need to establish priorities in the programs that will stabilize and improve the local environment. Where serious physical deficiencies already exist, and where the density, age and economic status of residents indicate special needs, the neighborhoods require immediate and continuing assistance. Of equal importance, however, are many other areas that may be on the verge of physical decline. These other areas require priority because the residents' fear of change may contribute as much as any other factor to real deterioration, and such fear can be overcome by visible efforts to stabilize the neighborhood. Once lost, the existing resources in any neighborhood can be restored only through great expense and dislocation. The programs relating to neighborhood environment should, therefore, be designed both to hold neighborhood quality at its present levels and to improve deficient areas that do not enjoy the fine attributes of other parts of San Francisco.

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

San Francisco draws much of its strength and vitality from the quality of its neighborhoods. Many of these neighborhoods offer a pleasant environment to residents of the city, while others have experienced physical decline and still others have never enjoyed some of the amenities common to the city as a whole. Measures must be taken to stabilize and improve the health and safety of the local environment, the psychological feeling of neighborhood, the opportunities for recreation and other fulfilling activities, and the small-scale visual qualities that make the city a comfortable and often exciting place in which to live.



COINCIDENCE OF ENVIRONMENTAL DEFICIENCIES AND SOCIAL/ECONOMIC FACTORS

Map 6

NOTE:

ENVIRONMENTAL DEFICIENCIES - a rating below the city average for the following:

1. LEVEL OF MAINTENANCE (cleanliness and state of repair of sidewalks, streets, yards and buildings)
2. PRESENCE OF NATURE (quantity and quality of trees, shrubbery, flowers, grass, water and other visible natural features)
3. DISTANCE TO OPEN SPACE (reasonable walking distance to accessible public open space, with size and variety of facilities considered)
4. VISUAL INTEREST OF STREET FACADES (variety and quality of architectural styles and character, landscaping, scale, colors and pattern)

SOCIAL/ECONOMIC FACTORS - indicators of environmental needs, as follows:

1. HIGH HOUSING TURNOVER AND AVERAGE TO LOW INCOME
2. HIGH INCIDENCE OF CHILDREN (estimated 12 or more elementary school children per block)
3. HIGH INCIDENCE OF ELDERLY (16 or more persons 65 years or older per 100 total persons)
4. HIGH RESIDENTIAL DENSITY (60 or more persons per gross acre)

Data: 1968-1969 surveys; San Francisco Unified School District, 1970; U.S. Census, 1960

FUNDAMENTAL PRINCIPLES FOR NEIGHBORHOOD ENVIRONMENT

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in the neighborhood environment.

1. The livability, amenity and character of residential areas are greatly enhanced by trees, more so than by any other single element.
2. In areas where houses have no front yards, a sense of nature can be provided by planting in the sidewalk area.

COMMENT: Front yards (setbacks) are not required in many parts of the city. This results in rows of buildings adjacent to the sidewalk. At times it creates a pleasing sense of enclosure; but the result can be rather bleak and monotonous when the street is unrelieved by landscaping or the buildings lack visual interest. A few large trees or other street landscaping can add a needed sense of nature and variety.



3. The use of appropriate plant material, and careful consideration of environmental factors in the design of landscaping and open space, contribute to a neighborhood's identity and improve its environmental quality.

COMMENT (a): Areas of poor environmental quality can often be improved by the addition of benches, trees, shrubs, and textured paving. A "vest-pocket" park in a dead-end service court in Chinatown is one potential form for such improvement.

COMMENT (b): Landscaping can screen residences from commercial or industrial activities, such as by reducing the glare of lights at gas stations and parking lots.

COMMENT (c): Windbreaks can make open spaces more pleasant and usable in windy areas. The sunning area at Phelan State Beach is a good example.

COMMENT (d): A consistent and attractive neighborhood landscaping theme can be established, such as the flowering street trees on Edgewood Avenue.

COMMENT (e): Open space that contains facilities desired by the residents, and that is designed when possible with local participation, is more likely to be used and cared for by local residents.

4. Open space and landscaping can give neighborhoods an identity, a visual focus and a center for activity.

COMMENT (a): Dolores Street has a special identity because its median is consistently planted with large, distinctive palm trees.



COMMENT (b): Mission Park and Washington Square are examples of open spaces that are both centers for activity and features giving identity to the surrounding area.

5. Street rights-of-way on hills too steep for cars or not needed for traffic use are useless for people if covered with concrete. They can be modified to provide useful and attractive open space.
6. Wide, generous sidewalk areas provide opportunities for outdoor recreation and pedestrian amenities.

A: Portions of wide sidewalks can be turned into children's play areas, and sitting areas for adults.

B: In intensive shopping areas, wide sidewalks allow free pedestrian movement, and provide room for benches for resting and shelters for transit patrons.

7. Interesting details in the design of street furniture, paving and other features in pedestrian area can increase the amenity and character of streets.

8. Wide streets can be narrowed at the intersections and landscaped to provide sitting areas and visual amenity.



9. Open, unlandscaped parking areas are dull and unattractive, and generally have a deleterious effect upon their surroundings.

A: Parking lots next to the street, such as those for supermarkets and diners, detract from street life and impair definition of street space. Placement of buildings adjacent to the street, with the parking behind, can improve this condition.

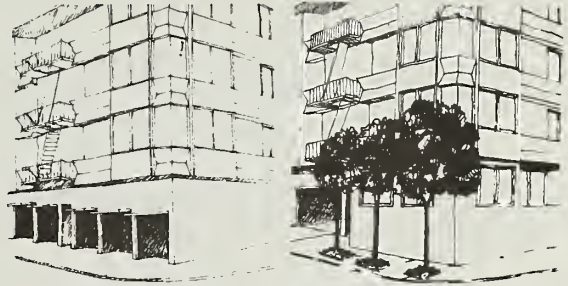
B: Parking lots along the street in housing developments neither define the street nor contribute visual interest.

C: Parking under buildings or in an inside court allows the building to help define the street and avoids the blighting visual effects of an exposed parking lot.

10. Parking garages lack visual interest if they have extensive rows of doors, blank walls or exposed vehicles. Extensive curb cuts prevent planting and other enhancement of the street, eliminate curb-side parking and are potentially dangerous to pedestrians.

A: Arcades create some visual interest where long garage facades or multiple driveways cannot be avoided.

- B:** Restricting entry and exit points minimizes curb cuts.



C: A basement garage one-half level down brings the building closer to street level and increases visual interest for pedestrians.

D: The inclusion of stores at ground level maintains continuity of pedestrian activity on what would otherwise be a sterile street frontage of parking garages in a commercial area.

11. Fast and heavy traffic on residential streets makes them unattractive for pedestrian activities, and generates irritating dirt and noise.

COMMENT: Widening of residential streets or making them one-way can increase traffic-carrying capacity at the expense of the environment for fronting residences.



12. Excessive speeds and amounts of traffic in residential neighborhoods can be reduced by a variety of design techniques, including narrowing of streets or intersections, landscaping, diversion of traffic and closing of streets.

A: Visually narrow street spaces assist in reducing the speed of traffic. Most drivers tend to reduce speed in confined spaces, since confinement narrows the field of vision and creates a sense of rapid movement.

B: Diversion of cars from a straight path in a residential neighborhood is an effective way of discouraging through traffic.

C: Modifying long, wide, straight sections of street eliminates the opportunity or temptation for vehicles to speed.

13. Intensive landscaping, walls and other screening devices can insulate residential and pedestrian areas from the adverse effects of heavily used trafficways.

A: Buffer planting can effectively screen adjacent residences from heavy traffic.

B: Park areas and smaller open spaces can be protected from the noise and sight of traffic if well screened by berms, changes in level, and landscaped barriers.

C: Even small-scale landscaping can ameliorate the effect of heavy traffic on adjacent areas.

14. Separation of pedestrian and vehicle movement eliminates conflicts and contributes to pedestrian comfort.

Pedestrians and vehicles can be separated by creating separate levels or by prohibiting traffic from certain streets.



15. In the design of new pedestrian areas, changes of level can add greatly to interest and amenity if a reasonable relationship between levels is maintained.

Most important is the visual connection between levels, which enhances the experience of being on one level through awareness of the other level(s).

COMMENT (a): A space slightly above street level gives a sense of overlook and advantage to its occupants, while the passerby retains visual connection and interest.

COMMENT (b): A space slightly below street level gives a sense of intimacy and enclosure to its occupants, as well as a sense of overlook and advantage for the passerby on the sidewalk.

COMMENT (c): A space too far above street level loses visual contact with the street.

COMMENT (d): A small space too far below street level is uncomfortable to its occupants and suitable only as a place of movement or access.

16. Continuity of interest and activities at ground level in commercial buildings adjacent to pedestrian ways creates rich street life and enhances pedestrian experiences.

A: Stores contribute both visual interest and activity to the street in downtown and district shopping areas and are the principal generators of street life.



B: Office lobbies usually lack interest for the passerby, and they can detract from a good shopping environment.

C: Major office buildings contribute more to street life if they have commercial activity at ground level.

17. Arcades provide continuous covered access to buildings and greatly increase pedestrian comfort in inclement weather.
18. Alleys and small streets which are usable as part of the general network of pedestrian and service ways are potential areas of activity and interest.



COMMENT: Large new projects that provide mid-block pedestrian and service shortcuts similar to those that now exist would continue and improve upon a workable pattern.

19. Planting and paving treatment in alleys, coupled with active uses in the adjacent buildings, form, in effect, a commercial promenade.

COMMENT: The intimate pedestrian scale offers a welcome contrast to the wider streets around.



20. Dignified and well-maintained signs designed with respect for the scale and character of the street can enhance commercial areas.

When signs do not relate to the area, when they reach excessive size, and when they feature blatant and discordant designs, they reflect poorly upon the overall quality of a commercial area.

21. Pedestrian scale can be achieved at the base of large vertical building surfaces by the use of arcades, emphasis of horizontal divisions, texture and other architectural details.

22. The undergrounding of overhead utility wires enhances the appearance of streets and neighborhoods.
23. Attractive and well-maintained public buildings, streets and parks can stimulate private improvements.
24. Public buildings can contribute to neighborhood appearance if they are well-designed, attractively painted and generously landscaped.

COMMENT (a): Chain link fencing used around many school grounds is unattractive. The growing of ivy on such fencing can ameliorate its effect somewhat.

COMMENT (b): Lack of landscaping and total asphaltting make school playgrounds a negative rather than a positive feature in many neighborhoods.

COMMENT (c): Use of bright and lively colors in painting drab public buildings could enhance many neighborhoods.

25. Parks on hillsides can be developed for sitting areas with views, and for unusual recreational facilities that take advantage of the hill, such as a long slide for children.
26. Private lands that are landscaped or developed as open space contribute to the visual and recreational resources of the city.

COMMENT (a): Private landscaping or developed as open space contribute to the visual and recreational resources of the city.

COMMENT (b): As the city becomes increasingly built up and acquisition of public open space more difficult, privately developed open spaces become more important. Open spaces at the Crown-Zellerbach Building and St. Francis Square are good examples of such private development.

27. Improved and diverse means of transportation can increase the value and use of parks.

The ease with which pedestrians and motorists locate parks can be increased by improved signs or special roadway treatment.

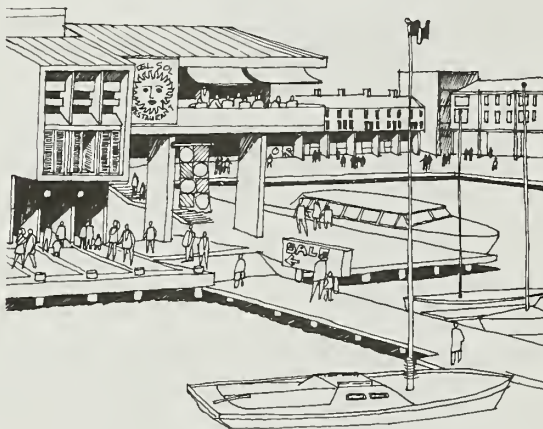
28. If auto traffic and parking in parks are discouraged, recreational use can be increased.

COMMENT: A large park such as Golden Gate Park can be made more usable by a special transportation system that links various facilities and encourages motorists to leave their vehicles outside the park or in peripheral parking areas.

29. Waterfront development that maximizes the interface between land and water increases the opportunities for public access to the water's edge.

A: Finger piers create a greater variety of possible ways to experience the water and the city.

B: Commercial and residential uses oriented toward the water and designed to create varied public spaces can add visual interest to the waterfront.



30. Open space along the water provides opportunities for maximum public use of the waterfront.



31. Street rights-of-way carried through to the water allow views directly to the waterfront and provide a sense of contact with the water.



POLICIES

Health and Safety

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

In order to reduce the hazards and discomfort of traffic in residential neighborhoods, a plan for protected residential areas should be put into effect. Such a plan is intended to prevent or discourage heavy, fast and through traffic from using residential streets, and to put such traffic on arterial streets where the impact upon residential areas will be less disruptive. Although development of further traffic-carrying capacity on some arterials may be warranted, the local streets should remain as they are or have their capacity reduced.

The speed and volume of traffic on protected streets should be limited by all practical means. Such means include making streets discontinuous to divert traffic from a straight path, narrowing streets and intersections, creating the appearance of narrowness through landscaping and other improvements, and prohibiting access from arterial streets by signs and barriers. Such changes in streets should be so designed that they will not limit the access of vehicles for police and fire protection and other emergency purposes in the protected areas. The total effect of these changes in residential streets should be to give the dominant position to residential qualities and pedestrians rather than to vehicles.

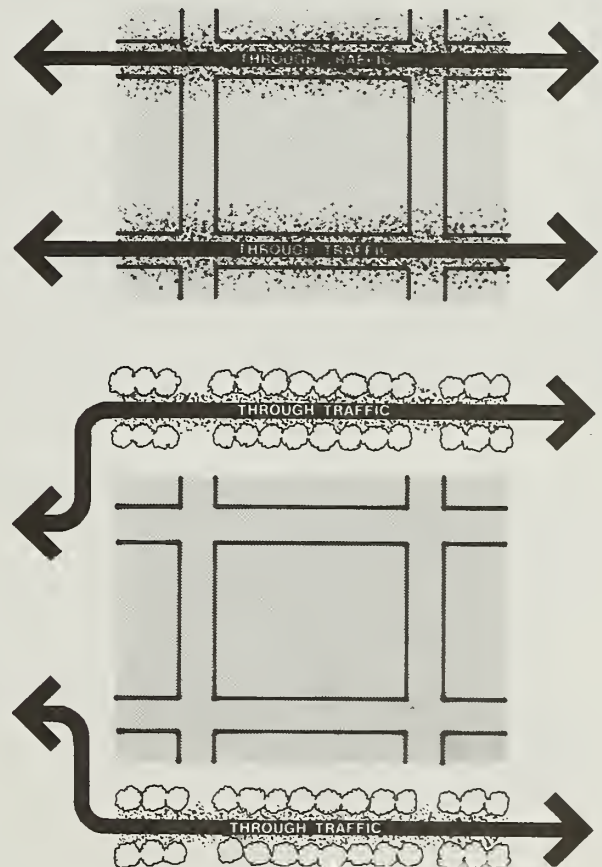
Land uses throughout the city should be regulated in such a way that heavy traffic will not be drawn through protected streets by large commercial, industrial and institutional traffic generators. Traffic for these generators should be channeled as much as possible on arterial streets. High traffic speeds should be discouraged on non-residential streets where the traffic on those streets is destined for protected residential streets.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

When arterials and other streets having heavy traffic must go through residential areas, steps should be taken to screen dwellings from the noise, fumes and other adverse effects of traffic. Heavy landscaping at the sides of streets and in center islands may provide an effective barrier, as can walls, differences in elevation and the setting back of dwellings from the roadways.

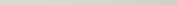
Dwellings along streets with heavy traffic should, where possible, have the main orientation of their living space and access away from the traffic. In some cases further measures such as soundproofing may be required. Business and industries that attract or produce heavy traffic, such as service stations and trucking terminals, should be screened from nearby residential areas. Screening should be provided, as well, for all open parking lots within or adjacent to residential areas. All of the aforementioned considerations should apply to recreation areas as well as to dwellings.





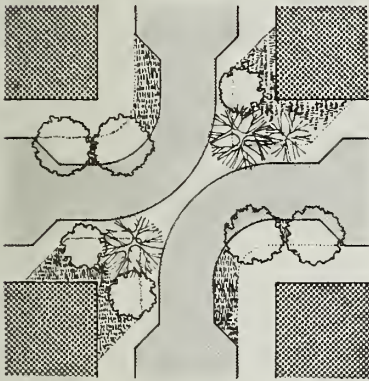
PLAN FOR PROTECTED RESIDENTIAL AREAS

Map 7

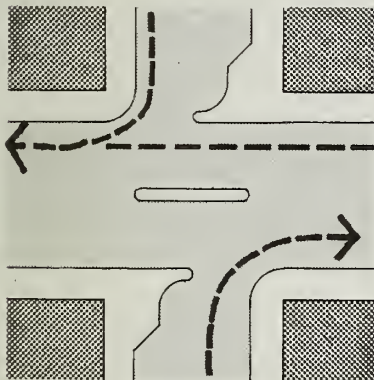
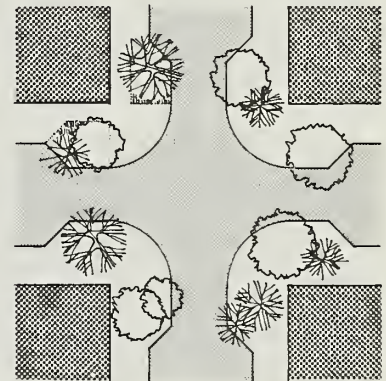
-  **Protected Residential Areas**
 **Recreational Street**
-  **Arterial Street**
 **Collector Street**

-  **Transit Arterial**
 **Arterial Street That Should Become Local Street When Conditions Permit**

PLAN FOR PROTECTED RESIDENTIAL AREAS:

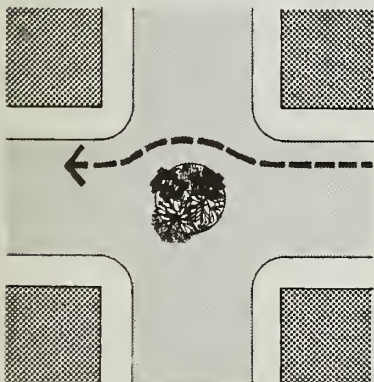
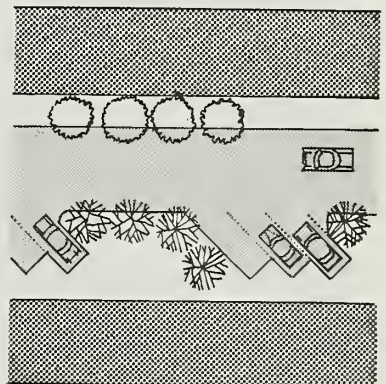
Illustrated below are some of the means by which the speed and volume of traffic can be reduced on residential streets. The designs shown are simple prototypes. When used in combination and adapted to specific streets, such methods can significantly discourage heavy, fast and through traffic and divert vehicles to arterial streets. In many cases, too, these designs can improve the visual quality of residential neighborhoods provide usable open space for landscaping, playgrounds and sitting areas.



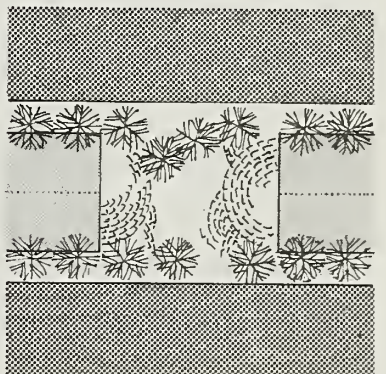
1. Diverters at intersections to prevent traffic from following a straight and through path.
2. Narrowing of the pavement at intersections to slow traffic, reduce the length of crosswalks and increase the caution of drivers.



3. Controlled access to and from arterial streets that makes the local streets discontinuous.
4. Narrowing of the roadway without loss of parking spaces by alternating of landscaped areas with diagonal parking.



5. Highly visible landscaped islands to slow traffic at intersections.
6. Closing of a small section of street to traffic, with access still provided for emergency vehicles.



POLICY 3

Provide adequate lighting in public areas.

In order to reduce the hazards of traffic at night, and to provide security from crime and other dangers, public areas should have adequate lighting. Although the need for lighting is general, special attention should be given to crosswalks and to pathways in parks and around public buildings. Care should be taken to shield the glare of any such lighting from residential properties.

POLICY 4

Design walkways and parking facilities to minimize danger to pedestrians.

Pedestrian walkways should be sharply delineated from traffic areas, and set apart where possible to provide a separate circulation system. Where necessary and practical, the separation should include landscaping and other barriers, and walkways should pass through the interiors of blocks. Walkways that cross streets should have pavement markings and good sight distances for motorists and pedestrians.

Driveways across sidewalks should be kept to a practical minimum, with control maintained over the number and width of curb cuts. Barriers should be installed along parking lots to avoid encroachments on sidewalks, with adequate sight distances maintained at driveways. Truck loading should occur on private property rather than in roadways or on the sidewalks, and sidewalk elevators should be discouraged. Residential parking should be as close as possible to the dwelling served, with adequate lighting along the walking route from the parking to the dwellings.

Feeling of Neighborhood

POLICY 5

Provide adequate maintenance for public areas.

In view of the importance attached to the cleaning, paving and other maintenance of streets as an index of neighborhood upkeep, and as a stimulant to private improvements, these types of programs should be carried on continuously and effectively.

The same degree of maintenance should be accorded to parks, buildings and other public facilities. In both the initial design and the upkeep of these facilities, the image of government and of its role in the community should be made attractive and inviting. Special attention should be given to the landscaping of public buildings.

POLICY 6

Emphasize the importance of local centers providing commercial and government services.

Local centers for shopping, government services and congregation of people should stand out in their areas. Landscaping, distinctive pavement and other features will help to emphasize these centers. Along shopping streets pedestrian interest should be maintained by continuous store frontages. Government services for the local area, such as offices and libraries, should occupy the same center as the commercial activities.

POLICY 7

Encourage and assist in voluntary programs for neighborhood improvement.

Neighborhood participation in programs for the physical improvement of residential and shopping areas assures an additional measure of pride and satisfaction in the results, and helps to stimulate continuous maintenance of the improvements. Such stimulation of neighborhood interest may be unnecessary or more drastic action for upgrading of the area at some future time.

Programs that can make use of both voluntary work and government assistance include street tree planting and development of small parks and other recreation facilities. Where possible, significant public improvements in street areas should be accompanied by financial and design assistance to property owners under programs such as the Federally Assisted Code Enforcement Program which assure the coordinated upgrading of an entire neighborhood.

Opportunity for Recreation

POLICY 8

Provide convenient access to a variety of recreation opportunities.

As many types of recreation space as possible should be provided in the city, in order to serve all age groups and interests. Some recreation space should be within walking distance of every dwelling, and in more densely developed areas some sitting and play space should be available in nearly every block. The more visible the recreation space is in each neighborhood, the more it will be appreciated and used.

Recreation space at a greater distance should be easily accessible by marked driving routes, and where possible by separated walkways and bicycle paths. Larger recreation areas should be highly visible. San Francisco Bay is included among the major recreation resources of the city, and visual and physical access to the Bay should be increased, with a maximum interface of land and water made available in new developments having public access.

All possible means of providing recreation facilities should be explored. Some historic buildings and their sites have such a potential. Many commercial areas have a semi-recreational aspect, and this aspect should be recognized and strengthened. Where possible, new facilities such as parking garages in more intensively developed parts of the city should have recreation space placed above them.

POLICY 9

Maximize the use of recreation areas for recreational purposes.

Parks provide their greatest service to the community when they bring a sense of nature to city residents. Recreation facilities suited to each park and its neighborhood should be installed and maintained, while facilities not primarily intended for recreation or not requiring a park location should be placed outside the park system.

Automobile traffic in parks should be minimized, and where possible means of transportation other than auto-

mobiles should be provided in larger parks. Automobile parking should occur at the edges of parks, preferably outside the park boundaries. Parking lots and other visually distracting uses should be screened from the areas devoted to recreation.

POLICY 10

Encourage or require the provision of recreation space in private development.

As the city grows more intensive, much of the new area for recreation will have to be provided on private property, whether for individual developments or for the public at large. This recreation space may be of many types.

Recreation space should be provided in large developments, especially in areas of high population and building density. In the downtown area, well-designed plazas with public access and good exposure to sunlight serve this function. In apartment developments, some of the recreation needs of the occupants should be satisfied on the site itself, if necessary by joint use of space by several properties in the block. New developments along the shoreline of the Bay should whenever possible provide recreation space or general public access to the Bay.

POLICY 11

Make use of street space and other unused public areas for recreation.

Walking along neighborhood streets is the common form of recreation. The usefulness of streets for this purpose can in many cases be improved by widening of sidewalks and installation of simple improvements such as benches and landscaping. Such improvements can often be put in place without narrowing of traffic lanes by use of parking bays with widening of sidewalks at the intersections and at other points unsuitable for parking.

Streets that have roadways wider than necessary, and streets that are not developed for traffic because of their steepness, provide exceptional opportunities for recreation. These areas can be developed with playgrounds, sitting areas, viewpoints and landscaping that make them neighborhood assets and increase the opportunities for recreation close to the residents' homes.

Visual Amenity

POLICY 12

Install, promote and maintain landscaping in public and private areas.

Trees and other landscaping are a recurring theme in these policies, for they add to nearly any city environment. Both public and private efforts in the installation and maintenance of landscaping should be increased.

In residential areas, side yards and setbacks provide the best opportunities for landscaping visible in public areas. If no such space exists, then trees should be placed in the sidewalk area, preferably in the ground. Care should be taken to select species of trees suitable to each location. The most visible points, such as street intersections, should be given special attention.

Other unused opportunities for landscaping exist on exposed banks, usually along roadways. Where it is feasible, these should be planted and maintained by the public or private owners of the land. Portions of parks that are unlandscaped should also be considered for new planting, especially when the areas are visible from nearby neighborhoods.

POLICY 13

Improve pedestrian areas by providing human scale and interest.

In addition to landscaping, other features along the streets add to the comfort and interest of pedestrians. Sidewalk paving and furnishings, if designed in a unified way, make walking more pleasurable. Gentle changes in level have the same effect. In commercial areas, continuous and well-appointed shop windows and arcades are invitations to movement. Little-used alleys can be improved as walkways, and new promenades put through blocks in new development. Greater comfort should also be provided at transit stops, where benches and shelters can be placed on sidewalks and on private property.

POLICY 14

Remove and obscure distracting and cluttering elements.

No other element in the street environment is more disrupting than exposed parking. Parking lots and open

parking decks break the building facades and stand as large voids in visual interest. Exposed vehicles clutter the pedestrian's view and reduce the sidewalk to a narrow corridor between rows of automobiles. Parking should, wherever possible, be placed beneath or behind buildings or else screened from view by landscaping, walls or fences. The screening should be designed to restore to the street some of the visual interest that has been taken away by the removal of buildings.

Signs are another leading cause of street clutter. Where signs are large, garish and clashing they lose their value as identification or advertising and merely offend the viewer. Often these signs are overhanging or otherwise unrelated to the physical qualities of the buildings on which they are placed. Signs have an important place in an urban environment, but they should be controlled in their size and location.

Other clutter is produced by elements placed in the street areas. The undergrounding of overhead wires should continue at the most rapid pace possible, with the goal the complete elimination of such wires within a foreseeable period of time. Every other element in street areas, including public signs, should be examined with a view toward improvement of design and elimination of unnecessary elements.

POLICY 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

Whatever steps are taken in the street areas, they may be lost in the changed atmosphere produced by new buildings. Human scale can be retained if new buildings, even large ones, avoid the appearance of massiveness by maintaining established building lines and providing human scale at their lower levels through use of texture and details. If the ground level of existing buildings in the area is devoted to shops, then new buildings should avoid breaking the continuity of retail space.

In residential areas of lower density, the established form of development is protected by limitations on coverage and requirements for yards and front setbacks. These standards assure provision of open space with new buildings and maintenance of sunlight and views. Such standards, and others that contribute to the livability and character of residential neighborhoods, should be safeguarded and strengthened.

ENVIRONMENTAL PROTECTION

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AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



ENVIRONMENTAL PROTECTION

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DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

CONSERVATION

GENERAL

OBJECTIVE 1

ACHIEVE A PROPER BALANCE AMONG THE CONSERVATION, UTILIZATION, AND DEVELOPMENT OF SAN FRANCISCO'S NATURAL RESOURCES.

POLICY 1

Conserve and protect the natural resources of San Francisco.

POLICY 2

Improve the quality of natural resources.

POLICY 3

Restore and replenish the supply of natural resources.

POLICY 4

Assure that all new development meets strict environmental quality standards and recognizes human needs.

OBJECTIVE 2

IMPLEMENT BROAD AND EFFECTIVE MANAGEMENT OF NATURAL RESOURCES.

POLICY 1

Coordinate regional and local management of natural resources.

POLICY 2

Promote citizen action as a means of voluntarily conserving natural resources and improving environmental quality.

POLICY 3

Provide environmental education programs to increase public understanding and appreciation of our natural surroundings.

BAY, OCEAN & SHORELINES

OBJECTIVE 3

MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS.

POLICY 1

Cooperate with and otherwise support regulatory programs of existing regional, State, and Federal agencies dealing with the Bay, Ocean, and Shorelines.

POLICY 2

Promote the use and development of shoreline areas consistent with the Comprehensive Plan and the best interest of San Francisco.

POLICY 3

Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

POLICY 4

Encourage and assist privately operated programs to conserve the resources of the Bay, Ocean, and Shorelines.

POLICY 5

PROTECT SENSITIVE ECONOMIC AND ENVIRONMENTAL RESOURCES IN NORTHERN CALIFORNIA OFFSHORE COASTAL AREAS THREATENED BY OIL DEVELOPMENT.

AIR

OBJECTIVE 4

ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

POLICY 1

Support and comply with objectives, policies, and air quality standards of the Bay Area Air Quality Management District.

POLICY 2

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Plan.

POLICY 3

Encourage greater use of mass transit in the downtown area and restrict the use of motor vehicles where such use would impair air quality.

POLICY 4

Promote the development of nonpolluting industry and insist on compliance of existing industry with established industrial emission control regulations.

POLICY 5

Exert leadership in the voluntary reduction of pollution emissions during air pollution alerts.

FRESH WATER

OBJECTIVE 5

ASSURE A PERMANENT AND ADEQUATE SUPPLY OF FRESH WATER TO MEET THE PRESENT AND FUTURE NEEDS OF SAN FRANCISCO.

POLICY 1

Maintain an adequate water distribution system within San Francisco.

POLICY 2

Exercise controls over development to correspond to the capabilities of the water supply and distribution system.

POLICY 3

Ensure water purity.

POLICY 4

Promote nonpolluting recreation uses of fresh water lakes and reservoirs.

POLICY 5

Improve and extend the Auxiliary Water Supply system of the Fire Department for more effective fire fighting.

OBJECTIVE 6

CONSERVE AND PROTECT THE FRESH WATER RESOURCE.

POLICY 1

Maintain a leak detection program to prevent the waste of fresh water.

POLICY 2

Encourage and promote research on the necessity and feasibility of water reclamation.

LAND**OBJECTIVE 7**

ASSURE THAT THE LAND RESOURCES IN SAN FRANCISCO ARE USED IN WAYS THAT BOTH RESPECT AND PRESERVE THE NATURAL VALUES OF THE LAND AND SERVE THE BEST INTERESTS OF ALL THE CITY'S CITIZENS.

POLICY 1

Preserve and add to public open space in accordance with the objectives and policies of the Recreation and Open Space Plan.

POLICY 2

Protect land from changes that would make it unsafe or unsightly.

POLICY 3

Require that filling of land adhere to the highest standards of soils engineering consistent with the proposed use.

POLICY 4

Assure the correction of landslide and shore erosion conditions where it is in the public interest to do so.

POLICY 5

Prohibit construction, as a general rule, on land subject to slide or erosion.

FLORA & FAUNA**OBJECTIVE 8**

ENSURE THE PROTECTION OF PLAN AND ANIMAL LIFE IN THE CITY.

POLICY 1

Cooperate with and otherwise support the California Department of Fish and Game and its animal protection programs.

POLICY 2

Protect the habitats of known plant and animal species that require a relatively natural environment.

POLICY 3

Protect rare and endangered species.

TRANSPORTATION NOISE**OBJECTIVE 9**

REDUCE TRANSPORTATION-RELATED NOISE.

POLICY 1

Enforce noise emission standards for vehicles.

POLICY 2

Impose traffic restrictions to reduce transportation noise.

POLICY 3

Limit City purchases of vehicles to models with the lowest noise emissions and adequately maintain City-owned vehicles and travel surfaces.

POLICY 4

Regulate use of emergency sirens.

POLICY 5

Retain and expand the electric trolley network.

POLICY 6

Discourage changes in streets which will result in greater traffic noise in noise-sensitive areas.

OBJECTIVE 10

MINIMIZE THE IMPACT OF NOISE ON AFFECTED AREAS.

POLICY 1

Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.

POLICY 2

Promote the incorporation of noise insulation materials in new construction.

POLICY 3

Construct physical barriers to reduce noise transmission from heavy traffic carriers.

OBJECTIVE 11

PROMOTE LAND USES THAT ARE COMPATIBLE WITH VARIOUS TRANSPORTATION NOISE LEVELS.

POLICY 1

Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.

POLICY 2

Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location, as well as those land uses which are noisy and are presently in noise-sensitive areas.

POLICY 3

Locate new noise-generating development so that the noise impact is reduced.

ENERGY

MUNICIPAL

OBJECTIVE 12

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

POLICY 1

Incorporate energy management practices into building, facility, and fleet maintenance and operations.

POLICY 2

Integrate energy cost reduction measures into the budget process.

POLICY 3

Investigate and implement techniques to reduce municipal energy requirements.

POLICY 4

Encourage investment in capital projects that will increase municipal energy production in an environmentally responsible manner.

POLICY 5

Include energy emergency preparedness plans in municipal operations.

RESIDENTIAL

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

POLICY 1

Improve the energy efficiency of existing homes and apartment buildings.

POLICY 2

Strengthen enforcement of the state's residential energy conservation building standards.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new housing.

POLICY 4

Encourage the use of energy conserving appliances and lighting systems.

POLICY 5

Emphasize energy conservation in local government housing assistance programs.

POLICY 6

Advocate real estate association participation in residential energy management program efforts.

COMMERCIAL

OBJECTIVE 14

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

POLICY 1

Increase the energy efficiency of existing commercial and industrial buildings through cost-effective energy management measures.

POLICY 2

Insure adequate local enforcement of California's non-residential building standards.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new commercial buildings.

POLICY 4

Promote commercial office building design appropriate for local climate conditions.

POLICY 5

Encourage use of integrated energy systems.

TRANSPORTATION NOISE

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

POLICY 1

Increase the use of transportation alternatives to the automobile.

POLICY 2

Provide incentives to increase the energy efficiency of automobile travel.

POLICY 3

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

POLICY 4

Promote more efficient commercial freight delivery.

POLICY 5

Encourage consideration of energy use issues when making transportation investment decisions.

POLICY 6

Promote alternative work arrangements which will contribute to more efficient transportation use.

ALTERNATE ENERGY**OBJECTIVE 16**

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

POLICY 1

Develop land use policies that will encourage the use of renewable energy sources.

POLICY 2

Remove obstacles to energy conservation and renewable energy systems in zoning and building codes.

POLICY 3

Develop information resources to assist in the use of renewable energy.

INTERGOVERNMENTAL**OBJECTIVE 17**

SUPPORT FEDERAL, STATE AND PG&E ENERGY PROGRAMS THAT ARE EQUITABLE, AND ENCOURAGE CONSERVATION AND RENEWABLE ENERGY USE.

POLICY 1

Support continuation of state and federal tax incentives and credits for conservation and renewable energy technologies.

POLICY 2

Promote state energy building standards that are cost-effective and take into account San Francisco's climate and density patterns.

POLICY 3

Encourage PG&E involvement in energy management programs for residential, commercial and industrial users.

FINANCING**OBJECTIVE 18**

DEVELOP FINANCING OPPORTUNITIES TO IMPLEMENT LOCAL ENERGY PROGRAMS

POLICY 1

Promote government and private financing partnerships to carry out local energy programs.

POLICY 2

Encourage private financial institutions to offer energy loan programs responsive to local market needs.

POLICY 3

Establish a self-supporting system for funding municipal energy cost reduction investments.

ENVIRONMENTAL PROTECTION

INTRODUCTION

The Environmental Protection Element addresses the impact of urbanization including the use of oil and gas resources on the natural environment. In highly urban San Francisco environmental protection is not primarily a process of shielding untouched areas from the initial encroachment of a man-made environment. The scales already are and will continue to be balanced toward the side of development.

The challenge in San Francisco is to achieve a more sensitive balance, repairing damage already done, restoring some natural amenity to the city, and bringing about productive harmony between people and their environment. An important purpose, therefore, of an environmental protection element is to give natural environment amenities and values appropriate consideration in urban development along with economic and social considerations.

One of the lessons of the increasing environmental consciousness is that "environment" is not accurately compartmentalized as animals and trees versus people and cars. In an urban setting this is particularly true. All elements of the Master Plan deal to a certain extent with protecting aspects of the total urban environment. In that sense the objectives and policies contained in this element must be read together with other objectives and

policies throughout the Master Plan. However, this element is mainly concerned with protecting what is not man-made in the environment, especially through protection of plant and animal life and through restoration of natural qualities of land, air and water by elimination of pollution. It also addresses conservation and management of energy in the residential, commercial and transportation sectors.

Deterioration of the environment as a consequence of population growth, urbanization, industrialization, resource exploitation and technological developments has been a growing concern world-wide. Another influence has been a realization of the finite nature and rising costs of energy and other natural resources. On a national and state level, it has given rise to policies and controls dealing with air, water and noise pollution and other forms of degradation of the natural environment as well as regulation of energy production. It was logical, therefore, that in giving direction to local general plans the California Legislature should have mandated preparation of two elements which address environmental protection issues, one for natural resource conservation and another for transportation noise. This Environmental Protection Element combines those two state-mandated elements, along with a comprehensive energy management plan.

CONSERVATION

INTRODUCTION

Conservation As Resource Management

Conservation, as a resource ethic, is based on the premise that resources are not commodities to be developed and consumed in whatever amount that users demand or can afford. Unrestricted development and use of resources may either exhaust or pollute the supply. Resources, consequently, should be managed in ways that will assure their availability for generations to come.

Sensible resource management does not exclude, by any means, the development and utilization of resources. Nevertheless, with the population of the nine-county Bay Region expected to grow to 6.6 million persons by the year 2005, increasingly greater demands will be placed on these resources. Programs are already in force to conserve and in some cases to improve the quality and supply of our resources. Some of the programs may need to be strengthened.

Scope Of The Plan

As a very urban place, San Francisco is not as extensively involved as rural counties are in the conservation of natural resources. Of those resources which the State Legislature directed to be included in the Conservation Sections, the following are not found in San Francisco to any appreciable extent.

- Rivers
- Water with hydraulic force potential
- Minerals

These resources, consequently, are omitted from the plan. Natural resources that properly concern San Francisco are:

- Waters of the Bay and Ocean
- Fish and other marine animals
- The shoreline

- Air
- Fresh water for consumption and fire fighting
- Land
- Plants and animals of the city's land area and lakes

Finally, and of particular concern to San Francisco, are the special urban amenities which may combine both natural and man-made resources. For San Francisco, almost wholly developed, conservation of those man-made features of high quality and cultural value may be more important than the natural features of the environment that are of such importance to rural areas of the State. The Urban Design Element focuses on how these special qualities of San Francisco may be preserved.

Existing Regional Efforts

A number of official regional agencies operate to regulate the use of resources as related to San Francisco: the San Francisco Bay Conservation and Development Commission, the Bay Area Quality Management District, the California Regional Water Quality Control Board (San Francisco Bay Region), and the California Coastal Commission. San Francisco's participation in these regional efforts goes a long way toward achieving the goals of resource management. Accordingly, the Conservation Plan does not propose new policies to replace those already adopted at the regional level.

Relation To Other Master Plan Elements

Conservation, in the broadest sense of the word, refers to the entire process of determining to what extent any of the city's resources — natural as well as man-made — should be protected or used. To limit the scope of the Conservation section of the Environmental Protection Element (as required by State planning law) seems arbitrary. It implies that conservation is not an issue in residence, transportation, urban design, recreation, or any other Master Plan element and, furthermore, that conservation of the many worthwhile aspects of the urban environment is somehow of less importance.

Maintaining a proper balance between the preservation and the development of San Francisco's resources is an issue recognized in all the elements of the Master Plan. The Urban Design Element, for example, indicates areas of the city where increased height and bulk of buildings

would be permissible and areas where open space ought to be protected from any building. The City Planning Commission has adopted Master Plans for Residence, Urban Design, Transportation, and Recreation and Open Space. To a varying extent, each of these plans deals with conservation. Objectives and policies from these plans that relate directly to conservation are listed in Appendix A. These are reaffirmed as an integral part of the Conservation section of the Environmental Protection Element.

OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

ACHIEVE A PROPER BALANCE AMONG THE CONSERVATION, UTILIZATION, AND DEVELOPMENT OF SAN FRANCISCO'S NATURAL RESOURCES.

San Francisco enjoys an abundance of natural beauty. Surrounded on three sides by water and graced with parks, lakes, and vistas, San Francisco provides a magnificent urban environment with the potential to exist in harmony with its natural surroundings. While years of exhaustive use of the natural landscape have depleted and polluted some of the city's resources, San Francisco is fortunate in that it is not entirely developed and has some rather outstanding natural resources remaining. Those remaining resources should be protected from further encroachment and enhanced in order to achieve the necessary balance between the conservation of natural systems and the normal functioning of the city. This means ending pollution; protecting vegetation and wildlife; controlling shoreline uses; developing guides for the use and development of land, water, and air; and, where desirable, increasing the supply of natural resources.

POLICY 1

Conserve and protect the natural resources of San Francisco.

A major thrust of science and technology in the oncoming years must be that of making cities more livable

places by offsetting the imbalance between the natural and man-made environments. Man and his technology must become a more interrelated part of nature and not an exploiter of the physical environment.

San Francisco must assure that its remaining natural resources are protected from misuse. The intricate relationships between living things and their natural and man-made surroundings should be recognized as primary in improving the quality of environment. The most important uses of existing resources should be those which provide maximum benefits for public use while preserving and protecting the natural character of the environment. Moreover, the supply and quality of resources should be considered as major determinants of the nature and extent of development that is dependent on them.

POLICY 2

Improve the quality of natural resources.

If the present trend toward environmental deterioration is to be curbed, all forms of pollution must be controlled and eventually eliminated. Those resources within the exclusive jurisdiction of the City should be guarded against contamination through local regulatory action. Where effective resource management against pollution requires regional action, San Francisco should support and comply with all anti-pollution standards of the region.

POLICY 3

Restore and replenish the supply of natural resources.

Undoing past mistakes must also be a major part of comprehensive environmental action. In this regard, San Francisco should undertake projects to acquire or create open space, cultivate more vegetation, replenish wildlife, and landscape man-made surroundings. Projects revitalizing the urban environment should be encouraged and receive top priority. With major efforts in this direction, the City will help reverse past trends toward the destruction of the natural qualities of the environment.

POLICY 4

Assure that all new development meets strict environmental quality standards and recognizes human needs.

In reviewing all proposed development for probable environmental impact, careful attention should be paid to upholding high environmental quality standards. Granted that growth provides new economic and social opportunities, uncontrolled growth can also seriously aggravate environmental deterioration. Development projects, therefore, should not disrupt natural or ecological balance, degrade the visual character of natural areas, or otherwise conflict with the objectives and policies of the Master Plan.

OBJECTIVE 2

IMPLEMENT BROAD AND EFFECTIVE MANAGEMENT OF NATURAL RESOURCES.

The urban environment will deteriorate unless protected by well-defined and effectively managed public programs. Additionally, the solutions to present environmental problems are tied up in significant and widespread social change in consumer choices and life styles. The establishment, ultimately, of broad-based, more effective environmental action programs will require involvement of individual citizens, citizen groups, government agencies, and elected officials. Such involvement is essential in the identification of critical issues, development of specific goals and strategies, and the implementation of firm regulatory processes.

POLICY 1

Coordinate regional and local management of natural resources.

Historically, local government has been formed in response to local areas of need. Natural resources, however, often extend beyond the boundaries of municipalities, covering regions, inter-regions, and states. Thus, in the Bay Region, local government has become an ineffective instrument for the management of resources dispersed and interconnected throughout the region. With regard to the more diffuse environmental problems such as air pollution and managing the Bay, Ocean, and

Shorelines, San Francisco is ill-equipped to solve the problems alone.

San Francisco should cooperate with existing regional agencies in developing methods whereby cities can lend support to regional efforts to improve the environment. The regional concept, supported and strengthened by well-conceived local programs, is essential to enhancing both natural and man-made surroundings.

POLICY 2

Promote citizen action as a means of voluntarily conserving natural resources and improving environmental quality.

A comprehensive program of citizen participation can assure that public policy will serve the best interests of all elements of society. Moreover, programs conceived through extensive involvement of the communities to be served are generally more effective, for they reflect the desires of a multiplicity of people and thereby carry additional momentum. Since our physical environment is to be shared by all, a balance among all factors (human and economic) must be achieved.

POLICY 3

Provide environmental education programs to increase public understanding and appreciation of our natural surroundings.

If we are to preserve and enhance the quality of our surroundings, we must cherish their values. Environmental education programs promoting an understanding and appreciation of our natural systems serve to expand public awareness of environmental problems and man's place in the world.

Course instruction on the nature and problems of the environment should be continued and emphasized in the public schools, adult education centers, and colleges.

BAY, OCEAN & SHORELINES

OBJECTIVE 3

MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS.

In the past, the Bay and its waterfront were extensively used for commercial purposes and for waste disposal. The Ocean side was largely free of this kind of activity. Although the utilitarian values of the water and shorelines are valid, expediency and short-term gain can lessen the value and attractiveness of these resources. There should be not only a balance between recreational and commercial uses but a balance between preservation and utilization of the Bay, Ocean, and Shorelines.

Protecting and enhancing the many values of these resources requires ending pollution of the Bay and Ocean, closely controlling commercial uses of the water and shorelines, preserving and adding to the recreational frontage along the water, and protecting and improving the existing recreational frontage.

POLICY 1

Cooperate with and otherwise support regulatory programs of existing regional, State, and Federal agencies dealing with the Bay, Ocean, and Shorelines.

Managing the resources of the Bay and Ocean and the abutting lands is under the regulation of a number of limited-purpose regional and State agencies. The region-wide scope of the problems calls for region-wide solutions.

San Francisco has representation on the multi-county agencies, and, consequently, its particular interests are considered along with those of the other constituent counties. When it is apparent, for example, that regionally operated facilities may be more costly to San Francisco than a local facility, common practice is to allow the local option so long as it meets regional performance standards. This policy of local option is essential to the spirit of regional cooperation. Conformity should not override good sense. With this important proviso, San Francisco should support and cooperate with regional, State, and Federal agencies in setting and achieving goals for the conservation of the resources of the Bay, Ocean, and Shorelines.

POLICY 2

Promote the use and development of shoreline areas consistent with the Master Plan and the best interest of San Francisco.

Other portions of the Master Plan set policy on how the city's shoreline areas should ultimately be developed. They are the Recreation and Open Space and Urban Design Elements and the Northeastern Waterfront, Western Shoreline, and South Bayshore Area Plans. The Bay Conservation and Development Commission (BCDC) and the California Coastal Commission also set policy on shoreline development. Within the framework set by these regional planning agencies, San Francisco should promote the use and development of its shoreline areas in accordance with those policies in the Master Plan that serve the best interests of the citizens of the city.

POLICY 3

Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

San Francisco's Master Plan for Waste Water Management is an orderly plan for upgrading the collection, treatment, and disposal of San Francisco's sewage. The City should proceed as rapidly as possible to finance and construct facilities required to end the discharge of untreated and insufficiently treated sewage into the Bay and Ocean.

Regulations controlling the discharge of industrial wastes into the sewers should be vigorously enforced as a further means of preventing the pollution of the waters of the Bay and Ocean.

POLICY 4

Encourage and assist privately operated programs to conserve the resources of the Bay, Ocean, and Shorelines.

Voluntary, private organizations concerned about conservation deserve special recognition. They help keep conservation issues in the public consciousness. More importantly, they perform a watchdog function essential to effective enforcement. The City should seek the participation of voluntary groups in monitoring activities that affect the water and shore areas.

POLICY 5

Protect sensitive economic and environmental resources in Northern California offshore coastal areas threatened by oil development.

The regional economy of Northern California, heavily dependent on tourism and commercial fishing, is threatened by offshore oil and natural gas development in the Outer Continental Shelf (OCS) ocean area. Of particular significance to San Francisco is proposed development in the area within the Pt. Reyes-Farallon Island Marine Sanctuary, an important local fishery resource.

The official City position supports continued protection of environmentally sensitive coastal areas that are important to local economic activities. It is imperative that the City make its position known by participating in State Coastal policy review to ensure that local concerns are taken into account by Federal decision-makers.

AIR

OBJECTIVE 4

ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

Air pollution is one of the major problems facing the cities of the San Francisco Bay Region. In San Francisco, the need for conserving the air resource and improving air quality is undeniable. While San Francisco benefits from having few large upwind industrial polluters and from certain topographical and climatic conditions, Federal and State air quality standards continue to be violated on a number of days in the city.

The local air supply extends beyond the physical boundaries of San Francisco, covering the entire Bay Region, and effective air resource management must include regionwide planning, monitoring, regulations, and enforcement. San Francisco, however, can take certain actions which supplement and strengthen the efforts of existing regional programs. Local initiatives should be keyed to the curtailment of pollution emissions from sources typically found in San Francisco. Ultimately, solutions to the air pollution problem must

be interrelated with virtually all facets of urban existence—industry, transportation, employment, housing, open space, recreation—even the products we buy and consume.

POLICY 1

Support and comply with objectives, policies, and air quality standards of the Bay Area Air Quality Management District.

Regionwide monitoring of air quality and enforcement of air quality standards constitute the primary means of reducing harmful emissions. The conservation of San Francisco's air resource is dependent upon the continuation and strengthening of regional controls over air polluters. San Francisco should do all that is in its power to support the Bay Area Air Quality Management district in its following operations:

- Monitoring both stationary and mobile sources of air pollution within the region and enforcing District regulations for achieving air quality standards.
- Regulating new construction that may significantly impair ambient air quality.
- Maintaining alert, permit, and violations systems.
- Developing more effective controls and method of enforcement, as necessary.

POLICY 2

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Element.

During the 1950's, 1960's, and 1970s, San Francisco's resident population decreased while employment within the city increased. The 1980s have seen an increase in population and continued employment growth. Consequently, the number of commuters traveling to and from San Francisco, usually by automobile, has risen, creating a serious threat to ambient air quality. Because of the highly centralized nature of San Francisco and the surrounding region, areawide rapid transit, integrated with convenient municipal transit systems, can be used effectively in reducing automobile emissions.

Urban mass transit systems should be encouraged, with the proper economic incentives, as the most sensible mode of urban travel. To this end, designation of express lanes for commuter buses on the Golden Gate Bridge and the San Francisco-Oakland Bay Bridge would help reduce motor vehicle emissions by encouraging greater use of public transit. Commuters should be encouraged to make the best use of mass transit services available to them. Swift, convenient transit service available during commute hours will provide a major incentive for rejecting the automobile as the primary mode of urban transportation.

Lastly, where feasible, diesel buses should be replaced with buses powered by electricity or other clean energy sources. Existing electric trolley bus lines should be retained wherever possible.

POLICY 3

Encourage greater use of mass transit in the downtown area and restrict the use of motor vehicles where such use would impair air quality.

San Francisco's downtown area is the major focus of the city and the region. Comprised of the financial-office district, a vast governmental administration center, and the stores, hotels and places of entertainment within the area, the downtown area provides the chief center of employment, shopping, and visitor accommodation in the entire Bay Region. Because traffic congestion is so prevalent, air quality often suffers.

Greater use of public transit to, from, and within the downtown area will reduce the amounts of pollutants emitted from motor vehicles. Furthering the objectives and policies of the Transportation Element of the Master Plan, a "transit first" approach would reduce air pollution in the downtown area.

Zones have been identified in which concentrated efforts to control automobile use should be pursued in order to reduce air pollution and to improve the pedestrian environment. A few downtown streets should be designated as traffic-free zones, allowing for the free-flowing movement of pedestrians. Additionally, some other streets in the area should be restricted to pedestrian, transit, delivery vehicle, and emergency use. Vehicle-free and restricted zones should be landscaped, have widened sidewalks, and be oriented to pedestrian use.

Finally, an increase in the frequency of shuttle bus service within the downtown area would provide a reasonable and convenient alternative to the private motor vehicle as a method of travel in the central city, but only in areas that are not already served by public transit.

POLICY 4

Promote the development of nonpolluting industry and insist on compliance of existing industry with established industrial emission control regulations.

The City and County of San Francisco, in cooperation with the Chamber of Commerce, should actively encourage the development and expansion of industries which do not add to the air pollution problem. Those industries which are a major source of industrial air pollution should be identified and made to comply with all industrial emission control regulations. They should be equipped with effective air Quality Management devices.

POLICY 5

Exert leadership in the voluntary reduction of pollution emissions during air pollution alerts.

As provided in the Bay Area Air Quality Management District Alert Plan, air pollution alerts will be called throughout the Bay Region when meteorological forecasts for any twelve-hour period indicate that air contamination levels will reach or exceed alert standards. During alert periods, Bay Area residents are encouraged to follow a set of voluntary actions to diminish air pollution concentrations. San Francisco should exert leadership during alert periods and assist the Air Quality Management District in the following ways:

- Providing assistance in disseminating information on air conditions.
- Encouraging commuters and city residents to use mass transit systems instead of the automobile.
- Making the Police Department's helicopter available for spotting illegal burning in the city.
- Utilizing Police Department staff to issue citations for excessive automobile emissions.

- Utilizing Fire Department staff to detect illegal open burning and to refer violations to the Bay Area Air Quality Management District for enforcement.
- Urging volunteer organizations to monitor compliance with emission control regulations.
- Promoting the establishment of emergency centers for persons with respiratory ailments.

FRESH WATER

OBJECTIVE 5

ASSURE A PERMANENT AND ADEQUATE SUPPLY OF FRESH WATER TO MEET THE PRESENT AND FUTURE NEEDS OF SAN FRANCISCO.

The City and County of San Francisco owns and operates one of the most extensive water and power systems in the world. At present, the supply of fresh water generated by the Hetch Hetchy/Water Department system is more than adequate. Current projections indicate that the present system will meet San Francisco's needs until the year 2020. Over the years, the consumption of fresh water in the city has risen substantially; over 100 percent between 1940 and 1971. This increase in water consumption is primarily due to commercial expansion and has occurred despite a decline in San Francisco's resident population since 1950.

Hetch Hetchy and the Water Department should continue their excellent planning program to assure that the water supply will adequately meet foreseeable consumption demands. To this end, the City should be prepared to undertake the necessary improvements and add to the Hetch Hetchy/Water Department system in order to guarantee the permanent supply. Furthermore, San Francisco should continually review its commitments for the sale of water to suburban areas in planning how to meet future demand.

POLICY 1

Maintain an adequate water distribution system within San Francisco.

Storage reservoirs and distribution lines within San Francisco should match the pattern of development in

the city. Areas most intensively developed, having the greatest water demand, should be served by facilities having the greatest capacity.

POLICY 2

Exercise controls over development to correspond to the capabilities of the water supply and distribution system.

New development places additional demands on the water supply and distribution system. Nonresidential water users, representing approximately 45 percent of the consumption in the city, have been the principal cause of the increase in total city water consumption. Development that might place too great a strain on the system should be discouraged.

POLICY 3

Ensure water purity.

San Francisco's drinking water must meet State and Federal water quality standards. Ensuring water quality means continuing the present water purification process and monitoring storage facilities and transmission lines for threats to the water supply.

POLICY 4

Promote nonpolluting recreation uses of fresh water lakes and reservoirs.

A few of San Francisco's lakes serve as a valuable source of recreation. Boating and fishing are permitted at Lake Merced, and other recreational activities are enjoyed at Stow Lake and Spreckels Lake in Golden Gate Park and at Laguna Puerca in Pine Lake Park. San Francisco should encourage continued recreational uses of these lakes where such use does not mar the scenic beauty or water quality.

Fresh water reservoirs without scenic value should be covered, wherever feasible, to prevent evaporation and to provide additional area for recreation or other compatible uses.

POLICY 5

Improve and extend the Auxiliary Water Supply system of the Fire Department for more effective fire fighting.

The Fire Department maintains and operates the Auxiliary Water Supply System (AWSS), a water storage and distribution network that supplements the hydrants connected to the regular water distribution lines. The AWSS presently serves those areas of San Francisco most intensively developed. A recent public referendum authorized a bond issue to extend this system to the remainder of the city, and to modernize certain of its components. Recommendations to remedy system deficiencies should be implemented as soon as is feasible.

It is incumbent upon the City and County of San Francisco to undertake long-term planning for emergency preparedness. Planned expansions and improvements to the AWSS would improve the City's preparedness to meet potential fire disasters.

OBJECTIVE 6

CONSERVE AND PROTECT THE FRESH WATER RESOURCE.

The fresh water resource, like all natural resources, is finite and measurable. While San Francisco's water supply seems vast in relation to current demands, it should not be wasted. Supplementary sources should also be investigated.

POLICY 1

Maintain a leak detection program to prevent the waste of fresh water.

Reservoirs, storage tanks, cisterns, and pipelines can develop leaks and waste the fresh water resource. The continued operation of leak detection programs by the Water Department and Fire Department will help prevent unnecessary waste.

POLICY 2

Encourage and promote research on the necessity and feasibility of water reclamation.

Reclaiming water for public use from waste water may prove to be a necessary step in securing an adequate water supply in the future. Other communities, not as fortunate as San Francisco, are currently looking into water reclamation as a means of conserving fresh water and generating additional supply. San Francisco should investigate the future possibilities of water reclamation, especially for such purposes as fire fighting and industrial use.

LAND**OBJECTIVE 7**

ASSURE THAT THE LAND RESOURCES IN SAN FRANCISCO ARE USED IN WAYS THAT BOTH RESPECT AND PRESERVE THE NATURAL VALUES OF THE LAND AND SERVE THE BEST INTERESTS OF ALL THE CITY'S CITIZENS.

San Francisco's dramatic landforms and intimate alliance with the Bay and Ocean give the land a special value. Other elements of the Master Plan recognize the value of this land resource in recommending how the city should develop to achieve an optimum utilization of the land. Just as important as development, however, is the protection of remaining open space to preserve the natural features of the land that form such a striking contrast with the city's compact urban development. In exercising land use controls over development and in preserving permanent open space, the land should be treated as a valuable resource to be carefully allocated in ways that enhance the quality of urban life.

POLICY 1

Preserve and add to public open space in accordance with the objectives and policies of the Recreation and Open Space Element.

Publicly owned open space is located principally in the western half of the city. While these valuable open spaces are preserved and enhanced, great effort should be made to acquire and make available more recreation area in the eastern half of the city. Acquisition and

limited filling of tideland areas in the South Bayshore District, for example, would provide needed opportunities for more recreation. The Recreation and Open Space Element should guide the selection and improvement of land for recreation.

The usefulness of land for recreation, however, should not necessarily determine whether or not land areas ought to be preserved. Features of a scenic, geological, topographical, and ecological nature are also important criteria of their value as open space. These natural values of land should be respected.

POLICY 2

Protect land from changes that would make it unsafe or unsightly.

The excavation of land for off-site use of the removed material is subject to control by the City Planning Commission and the Department of Public Works. Quarrying or unnecessary excavation should be strongly discouraged because it defaces the landscape and can limit the usability of the land. Too much earth removal can also create a potentially dangerous slide condition.

POLICY 3

Require that filling of land adhere to the highest standards of soils engineering consistent with the proposed use.

San Francisco has had a good deal of experience with filling marshlands and shallow areas of the Bay. It is recognized that future Bay filling will be limited and subject to City and Regional policies regarding appropriateness. When appropriate purposes for filled land are approved, the highest engineering standards should be followed to ensure safety consistent with the use to which the filled land is to be put. Landfill operations need to recognize potential problems of the mud layer on the Bay bottom, the quality of any previously deposited fill, and the loads to be placed on the fill.

POLICY 4

Assure the correction of landslide and shore erosion conditions where it is in the public interest to do so.

The existing erosion and slide areas along the Ocean shore are within the Golden Gate National Recreation Area. It should be decided first whether all of these problems should be corrected or whether some should be left to the forces of nature. The erosion of Ocean Beach should be corrected through a program of dune stabilization, where feasible. In cases where dune stabilization is not possible, structural measures may need to be utilized. Any stabilization and restoration of these damaged areas, to increase their recreational value, should be undertaken as part of the Federal administration of this recreation area.

Elsewhere in the city, corrective steps should be taken at City expense or through special assessment to solve slide and erosion problems.

POLICY 5

Prohibit construction, as a general rule, on land subject to slide or erosion.

To minimize the hazard to life and property in areas subject to slide or erosion, building should be prohibited. Likewise utilities should not be installed in these areas because of the possibility of disruption.

FLORA & FAUNA

OBJECTIVE 8

ENSURE THE PROTECTION OF PLAN AND ANIMAL LIFE IN THE CITY.

A totally manufactured environment without plants and animals would be sterile. That bit of nature which still remains in San Francisco is a precious asset. The ecological balance of wildlife and plant communities should be protected against further encroachments.

POLICY 1

Cooperate with and otherwise support the California Department of Fish and Game and its animal protection programs.

The California Department of Fish and Game has overall authority to protect animals in San Francisco. The Municipal Code reinforces this control in protecting animals in public areas. The City should foster greater public awareness of these laws.

POLICY 2

Protect the habitats of known plant and animal species that require a relatively natural environment.

Golden Gate Park, a product of years of planning and design, provides to a certain extent the natural environment needed by wildlife and plant communities. The natural areas of Golden Gate Park should remain as they are, and any move to convert them into areas for more active recreation should be discouraged.

Other parks and undeveloped areas in San Francisco remain relatively undisturbed and provide a variety of environments for flora and fauna: beaches, sand dunes, wooded areas, open fields, grassy hills, and lakes. All these areas should be protected. The Presidio, not subject to local jurisdiction, should, nevertheless, be urged to protect animal and plant habitats within its boundaries.

POLICY 3

Protect rare and endangered species.

A number of native plant and animal species are designated as rare or endangered. Interested individuals and groups, together with knowledgeable public agencies such as the Recreation and Park Department and the California Academy of Sciences, should identify the rare and endangered flora and fauna that merit special protection. Cooperatively they should devise ways to assure the fullest possible protection of these species.

TRANSPORTATION NOISE

INTRODUCTION

People who can clearly recollect the sights and sounds of San Francisco during the 1930's and 1940's remember how noisy the streets were then. Numerous cable cars and streetcar lines operated throughout the city. Market Street, with four sets of streetcar tracks, was extraordinarily noisy. The streetcars then were not the quieter types that came into use later. Automobiles, although much less numerous, were noisier than today's models. Then, of course, the bustling waterfront activity and vessels in the Bay further contributed to the sounds of the city.

Despite these noisy transportation systems, ambient or background noise levels over most of the city then were lower than now. Over the years, however, motor traffic — automobiles, trucks, and buses — has risen dramatically. Aircraft flights have multiplied. Today, in some parts of the city, background noise levels are so high that for many people, quiet can only be found inside a building with the windows shut.

We are learning that not only does noise annoy, it can endanger our physical and even mental health. Because of this potential health hazard, some people are becoming convinced that we are as much entitled to a quiet environment as to unpolluted air and water and pure food.

Purpose

Ground transportation noises from trucks, buses, motorcycles, and poorly muffled automobiles predominate over other types of noises as the most persistent cause for complaint. This is why Section 6530(g) of the California Government Code, added in 1972, requires all cities and counties to include a transportation noise element in their general plans.

This Transportation Noise Element is designed to comply with that law. The plan, furthermore, is based on an analysis of present noise levels and 1995 projected noise levels and on the following basic assumptions:

- Surface transportation facilities constitute a major contributor to today's noise levels.
- People do react adversely to excessive noise when it interferes with sleep and other activities.
- People want and are entitled to a quiet environment.
- The technological means are available for reducing transportation noise levels.

OBJECTIVES AND POLICIES

The Transportation Noise Plan is directed toward achieving an environment in which noise levels will not interfere with the health and welfare of people in their everyday activities. Much of the adverse effect of transportation noise can be reduced through sound land use planning and transportation planning. How those elements of the general planning process are implemented is crucial to achieving the goal of a quieter environment. However, in a fully developed city, such as San Francisco, where the land use and circulation patterns are by and large fixed, the ability to reduce the noise impact through a proper relationship of land use and transportation facility locations is limited. In San Francisco, major attention must be given to three main aspects of the problem: the source of the noise, the path it travels, and the receiver of the noise. In general, techniques should be designed to quiet the noise at the source, to block the path over which it is transmitted, and to shield or remove the receiver from the noise.

OBJECTIVE 9

REDUCE TRANSPORTATION-RELATED NOISE.

Much can be done to reduce noise at the source. Technological means are available for reducing vehicular noise emissions well below present levels.

POLICY 1

Enforce noise emission standards for vehicles.

The noise emission standards of the State Vehicle Code are enforced by the California Highway Patrol on the freeways, and by the local police on the city streets. The Noise Abatement Unit of the Police Department is responsible for identifying vehicles that violate the noise emission standards and for securing the correction of the problem. This work should be continued and expanded.

POLICY 2

Impose traffic restrictions to reduce transportation noise.

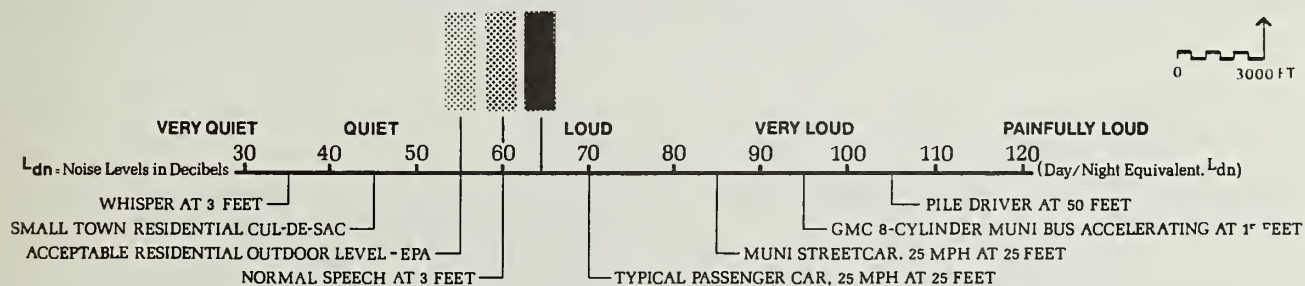
Transportation noise levels vary according to the predominance of vehicle type, traffic volume, and traffic speed. Curtailing any of these variables ordinarily produces a drop in noise level. In addition to setting the speed limit, the City has the authority to restrict traffic on city streets, and it has done so on a number of streets. In addition, certain movement restraints can be applied to slow down traffic or divert it to other streets. These measures should be employed where appropriate to reduce noise.

POLICY 3

Limit City purchases of vehicles to models with the lowest noise emissions and adequately maintain City-owned vehicles and travel surfaces.

The City owns and operates over a thousand vehicles in addition to its large fleet of automobiles. Street noise performance specifications for City vehicles (transit; trucks; specialized vehicles, such as street sweepers, brush chippers, etc.) should be included in the purchasing procedures of the City so that the City will obtain the quietest available models.

With proper maintenance, the City's inventory of vehicles can be kept in good working order, thereby reducing the noise they generate. Proper emphasis must also be placed on smooth street surfaces and on smooth rails for the streetcars and cable cars. Trackbeds for the rail vehicles also require special attention as do the various underground elements of the cable car traction system.



NOTE
Background Noise: The general din of street noises excluding all separate, distinguishable noise events.

BACKGROUND NOISE LEVELS . 1974

Map 1

POLICY 4

Regulate use of emergency sirens.

Police Vehicles, fire engines, and ambulances, in their function as emergency vehicles, are entitled to the use of emergency warning sirens. Under State law, sirens must produce a sound level of at least 90 decibels at 100 feet. Many persons find these sirens — especially the warbling type — annoying. The warbling siren should be replaced by conventional sirens and measures should be taken to assure that the use of all sirens is restricted to assuring the emergency vehicle the right-of-way only in genuine emergencies.

POLICY 5

Retain and expand the electric trolley network.

Electric trolley buses are quiet, economical, and relatively pollution-free in their use. These benefits outweigh the adverse environmental impact of power generation or fossil fuel utilization. Electric trolleys should be retained where feasible and consideration should be given to electrifying selected existing diesel bus routes.

POLICY 6

Discourage changes in streets which will result in greater traffic noise in noise-sensitive areas.

Widening streets for additional traffic lanes or converting streets to one-way direction can induce higher traffic volume and faster speeds. Other techniques such as towaway lanes and traffic light synchronization also facilitate heavier traffic flows. Such changes should not be undertaken on residential streets if they will produce an excessive rise in the noise level of those streets.

OBJECTIVE 10

MINIMIZE THE IMPACT OF NOISE ON AFFECTED AREAS.

The process of blocking excessive noise from our ears could involve extensive capital investment if undertaken on a systematic, citywide scale. Selective efforts, however, especially for new construction, are both desirable and justified.

POLICY 1

Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.

Because sound levels drop as distance from the source increases, building setbacks can play an important role in reducing noise for the building occupants. (Of course, if provision of the setback eliminates livable rear yard space, the value of the setback must be weighed against the loss of the rear yard.) Buildings sited with their narrower dimensions facing the noise source and sited to shield or be shielded by other buildings also help reduce noise intrusion. Although walls with no windows or small windows cut down on noise from exterior sources, in most cases it would not be feasible or desirable to eliminate wall openings. However, interior layout can achieve similar results by locating rooms whose use require more quiet, such as bedrooms, away from the street noise. In its role of reviewing project plans and informally offering professional advice on site development, the Department of City Planning can suggest ways to help protect the occupants from outside noise, consistent with the nature of the project and size and shape of the building site.

POLICY 2

Promote the incorporation of noise insulation materials in new construction.

State-imposed noise insulation standards apply to all new residential structures except detached single-family dwellings. Protection against exterior noise and noise within a building is also important in many non-residential structures. Builders should be encouraged to take into account prevailing noise levels and to include noise insulation materials as needed to provide adequate insulation.

POLICY 3

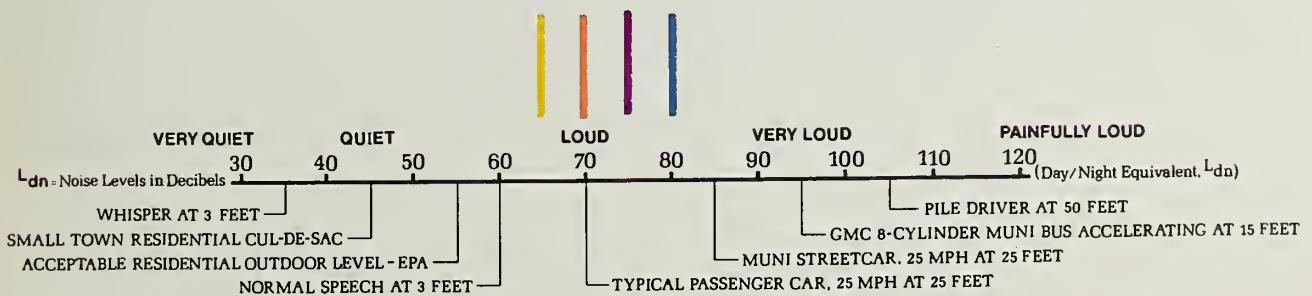
Construct physical barriers to reduce noise transmission from heavy traffic carriers.

If designed properly, physical barriers such as walls and berms along transportation routes can in some instances effectively cut down on the noise that reaches the areas beyond. There are opportunities for a certain amount of barrier construction, especially along limited access



THOROUGHFARE NOISE LEVELS . 1974

Map 2



thoroughfares and transit rights-of-way (such as BART), but it is unlikely that such barriers can be erected along existing arterial streets in the city. Barriers are least effective for those hillside areas above the noise source. Where feasible, appropriate noise barriers should be constructed.

OBJECTIVE 11

PROMOTE LAND USES THAT ARE COMPATIBLE WITH VARIOUS TRANSPORTATION NOISE LEVELS.

Because transportation noise is going to remain a problem for many years to come, attention must be given to the activities close to the noise. In general, the most noise-sensitive activities or land uses should ideally be the farthest removed from the noisy transportation facilities. Conversely, those activities that are not seriously affected by high outside noise levels can be located near these facilities.

POLICY 1

Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.

New development should be examined to determine whether background and/or thoroughfare noise level of the site is consistent with the guidelines for the proposed use. If the noise levels for the development site, as shown on Maps 1 and 2 (which should be revised periodically to keep them current), exceed the sound level guidelines established for that use, as shown in the accompanying land use compatibility chart, then either needed noise insulation features should be incorporated in the design or else the construction or development should not be undertaken. Since the sound levels shown on the maps are estimates based on both traffic data and on a sample of sound level readings, actual sound levels for the site, determined by accepted measurement techniques, may be substituted for them.

POLICY 2

Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location, as well as those land uses which are noisy and are presently in noise-sensitive areas.

Many commercial and industrial activities do not need to be in a quiet area, because interior noise levels typically are already high and tend to override noise from exterior sources. On the other hand, some uses require quiet locations and cannot be effectively insulated from noise. When feasible and desirable to do so, such activities should be encouraged to relocate to quieter areas. Conversely, there may on occasion be opportunities to relocate noisy uses to areas where the noise they generate will be less disturbing to their neighbors.

POLICY 3

Locate new noise-generating development so that the noise impact is reduced.

Developments which will bring appreciable traffic into or through noise-sensitive areas should be discouraged, if there are appropriate alternative locations where the noise impact would be less. For those activities — such as a hospital — that need a quiet environment, yet themselves generate considerable traffic, the proper location presents a dilemma. In those cases, the new development should locate where this traffic will not present a problem and, if necessary, incorporate the proper noise insulation.

The feasibility of making noise-reducing changes to existing transportation facilities remains an obstacle to any large-scale transformation. New thoroughfares and new Municipal Railway facilities, however, offer opportunities to overcome objectionable noise aspects. Ideally, new transportation facilities should be located in areas or along routes of least noise-sensitive land uses. Where it is infeasible or undesirable to do so, special noise-suppressing design features should be incorporated into the facilities in order to make them acceptable neighbors.

LAND USE COMPATIBILITY CHART FOR COMMUNITY NOISE

LAND USE CATEGORY	Sound Levels and Land Use Consequences (see explanation below)						
	L _{dn} Value in Decibels						
	55	60	65	70	75	80	85
RESIDENTIAL All Dwellings, Group Quarters							
TRANSIENT LODGING Hotels, Motels							
SCHOOL CLASSROOMS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES, ETC.							
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES, MUSIC SHELLS							
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS							
PLAYGROUNDS, PARKS							
GOLF COURSES, RIDING STABLES, WATER-BASED RECREATION AREAS, CEMETERIES							
OFFICE BUILDINGS Personal, Business, and Professional Services							
COMMERICAL Retail, Movie Theatres, Restaurants							
COMMERCIAL Wholesale and Some Retail, Industrial/Manufacturing, Transportation, Communications and Utilities							
MANUFACTURING Noise-Sensitive COMMUNICATIONS Noise-Sensitive							



Satisfactory, with no special noise insulation requirements.



New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.



New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



New construction or development should generally not be undertaken.

ENERGY

INTRODUCTION

Events of the past decade have brought the issue of energy fully into public view. Ever-increasing energy prices, combined with constraints in the development of conventional energy supplies, have forced the public to question and debate the energy future they would like to see. The debate has centered on public and governmental participation in pricing and energy supply issues.

San Francisco, through its regulatory and planning activities, directly influences how, and to what extent, energy is used in the city. Local regulations governing the design, construction and use of buildings affect operational energy needs. Transportation policy decisions directly affect petroleum-based fuel requirements. Daily decisions on these and other issues should occur within a locally approved policy framework, since they will help determine San Francisco's energy future for decades to come.

Increasing the efficiency of energy use is predicated on matching needs with resources. Moreover, the local setting is an important aspect of this process and should be taken into consideration when developing a citywide energy policy. In tackling its energy problems, San Francisco has two natural assets: mild climate and compact urban form. The city's temperate climate effectively eliminates the need for mechanical air conditioning, with the exception of commercial buildings that are sometimes overheated by interior lighting. San Francisco's density reduces the energy requirements for transportation and increases the economic feasibility of co-generation, district heating and integrated energy systems.

The Energy section of the Environmental Protection Element provides the City and County of San Francisco with a comprehensive and pragmatic energy management program that can promote a productive collaboration between municipal government and local residents. This document should guide both public and private decisions affecting the use of energy. San Francisco's Energy Policy was designed with four goals in mind: (1) increasing the efficiency with which energy is used

locally; (2) diversifying the present balance of resource supplies to meet local energy needs; (3) fostering the economic development of energy management services and renewable energy systems; and (4) encouraging the active participation of members of the community to carry out this program. Seven objectives are set forth to achieve these goals. The first four objectives address energy management opportunities in the government, residential, commercial and transportation sectors. The fifth encourages renewable resource use. The remaining two objectives focus on the complex and interrelated roles of municipal government, PG&E, and State and Federal governments in energy management and financing activities.

Each objective is accompanied by policies and arguments to clarify the objective's intent.

GOALS

The objectives and policies contained in the Energy Policy are based on the premise that energy management programs for San Francisco should be designed to protect and enhance the economic and environmental well being of City residents. This is to be accomplished through:

More Efficient Use of Energy

Conservation is best understood as a productive enterprise designed to increase the energy efficiency of public and private activities within the City. Substantial energy savings can be produced without requiring either major changes in lifestyle or economic dislocation. Increasing the efficiency of energy use will benefit the local economy by reducing the flow of dollars exported outside the region for fuel needs.

Measured in terms of economic payback, quantity of supply and prevention of environmental disruption, energy conservation becomes a preferred strategy when compared to the increased use of conventional fuels or the development of new fuel sources. It will provide San Francisco residents with the cheapest, most accessible and least disruptive energy supply alternative.

Balance of Energy Supplies to Meet Local Needs

Pacific Gas and Electric Company supplies electricity and natural gas to San Francisco. Hydro, oil and natural gas comprise the primary energy sources used to generate electricity, with lesser amounts coming from geothermal and nuclear fuels. Most natural gas is shipped either from Canada or the Southwest, with the balance coming from California producers. The Hetch Hetchy system provides electricity for City and County municipal operations.

PG&E will be shifting to an increased deployment of renewable, alternate energy resources such as solar, geothermal, co-generation and wind. This energy policy envisions and encourages a similar energy future for San Francisco. It is consistent with the assessment of the California Energy Commission that renewable energy resources will provide State residents with the greatest long term monetary, social and environmental benefits. The Commission believes local public policy should be directed toward the accelerated development of these resources through both private and municipal actions.

Although these energy alternatives will not displace conventional fuels in the near future, their development will provide San Francisco residents with a more varied resource mix that will be less susceptible to supply and price uncertainties.

Economic Development

A citywide energy program has significant job development implications. Reducing utility expenditures will redirect money currently going to energy suppliers outside the region back into the local economy. This bolsters local jobs and can help foster economic development. Increased reliance on conservation and renewable energy technologies will expand local job opportunities, since these industries tend to be labor-intensive in nature.

Job training programs should recognize employment opportunities arising from implementation of local energy programs. Certain energy service enterprises should be located in neighborhood commercial areas, while other energy related manufacturing firms require industrial sites. These needs can be addressed within the City's land use policies.

Responsible Community Participation

An effective local energy management program is contingent upon responsible participation from all members of the community. This requires the formation of a partnership between the private and public sectors to coordinate their efforts in finding acceptable solutions to energy problems facing San Francisco. Solutions based on proven and economical methods are the most reliable way of transforming San Francisco into an energy efficient urban community.

OBJECTIVES AND POLICIES

MUNICIPAL

OBJECTIVE 12

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

Municipal government accounts for a small, but growing fraction of San Francisco's total energy use. In 1979, the combined Governmental sector (Federal, state and local) used 3% of the natural gas, and 20% of the electricity supplied to the City. The municipal energy budget in 1980 amounted to \$21 million. Electricity demand is expected to increase significantly in the future as municipal wastewater treatment and electrified transit programs are implemented.

Electricity is supplied to municipal facilities through Hetch Hetchy, the City-owned hydro electric facility. Natural gas is supplied by Pacific Gas and Electric Company. Adequate hydro capacity is available to meet projected municipal electrical demand. In this context, electrification of the municipal transit system provides a two fold benefit. It reduces oil dependency while increasing overall reliance on a renewable energy resource, i.e., water.

The City and County should set a positive example for the rest of San Francisco in the management of energy resources. First and foremost, local government should develop a strong internal energy conservation program to learn first hand what management techniques are available to the community. Reducing energy use will reduce operational expenditures, while providing additional city revenues through the sale of conserved energy to private customers.



There are excellent opportunities for saving energy within municipal government. Many energy management measures can be incorporated into routine maintenance and operating procedures at virtually no cost. Other measures require a minor investment, while providing a financial return within one or two years. Still others offer longer term monetary and energy savings to San Francisco, while requiring extensive financial investment. A program of budgetary incentives should be developed to encourage City agencies to save energy. Comprehensive municipal energy management requires the participation of all departments and the political and financial support of the Mayor and the Board of Supervisors.

POLICY 1

Incorporate energy management practices into building, facility, and fleet maintenance and operations.

The City has already begun taking the first step in municipal energy conservation by increasing the energy efficiency of existing facilities. A primary conservation technique involves building energy audits that identify potential energy saving practices and capital investment options. Reductions in electricity use offer the greatest potential, since municipal buildings consume energy primarily for heating, ventilating, air conditioning (HVAC) and lighting needs. Much of this potential could be realized through changes in operational and maintenance procedures. Energy monitoring reports, issued on a regular monthly basis, provide a means for comparing actual and budgeted energy use.

The City and County of San Francisco owns and operates a sizable vehicle fleet. Management practices involving the operation and maintenance of these vehicles provide a method for reducing unnecessary fuel usage. A scheduling system for vehicle maintenance would, for instance, insure that energy conservation actions are taken on a planned basis. Gasoline, diesel, and electricity consumption would be affected. Education is critical to an effective fleet energy management program since personal driving habits greatly influence overall energy requirements.

POLICY 2

Integrate energy cost reduction measures into the budget process.

Once measures have been taken to improve maintenance and operations, additional energy cost savings can be obtained from retrofit investments and the acquisition of new assets. Energy criteria should be considered in purchase decisions to allow the City to identify and evaluate cost reduction investment opportunities.

Payback is a reliable measure for appraising municipal investments opportunities in energy conservation and renewable technologies. Payback provides an indication of the length of time required to recover an initial investment in an energy saving measure based on the dollar value of the energy savings resulting from that investment. It can help answer such questions as whether the City should replace its incandescent street lights with fluorescent or low sodium lights.

Life cycle cost analysis is a useful method for assessing municipal decisions on the purchase of capital equipment. The cost-effectiveness of the item is evaluated by combining the initial cost of the asset with all of the

related energy costs associated with using the asset over its expected life. In many cases, a higher priced item might be a better investment if its operational costs for energy use are relatively low over time. Life cycle cost analysis should replace the current municipal bid process, which emphasizes initial costs to the exclusion of life time operational costs in purchasing decisions.

POLICY 3

Investigate and implement techniques to reduce municipal energy requirements.

When low cost energy management practices have been incorporated into operations and maintenance procedures, emphasis should be placed on capital investments that would reduce municipal energy demand still further. State of the art energy technologies, such as solar water heating systems, should be considered for use in municipal demonstration projects. The Steinhart Aquarium in Golden Gate Park is a successful example of a solar retrofit demonstration project. Co-generation systems might provide an attractive investment for facilities such as schools and hospitals that have large space heating needs. Governmental buildings with constant hot water but seasonal space heating requirements could be likely candidates for separate boiler systems. Such applications increase the efficiency of energy use while providing opportunities to inform and educate the public.

In new City and County facilities, redevelopment projects, and extensive rehabilitation or modernization work, building design should be encouraged that will minimize overall energy requirements. Recently completed State and Federal facilities in Northern California consume substantially less energy than is currently allowed under the State's Title 24 energy conservation standards. District heating and other "total energy" systems can provide economical alternatives to less efficient decentralized energy systems. Demonstration projects of this type would set an example to the private sector on feasible methods to reduce energy budgets for major new projects.

POLICY 4

Encourage investment in capital projects that will increase municipal energy production in an environmentally responsible manner.

The City's Hetch Hetchy system currently provides ample electricity to meet all municipal needs. Excess power is sold to other government agencies and private customers, providing revenues to the City and County. Recent studies have indicated that Hetch Hetchy's electrical capacity could be increased through investments in a variety of projects, including small hydro development throughout the system. Such expansion should be undertaken in conjunction with careful consideration of the environmental consequences to the surrounding region.

The City and County has several additional opportunities to increase municipal energy production capability in an environmentally responsible manner. These include participation in a solid waste to energy plant to produce electricity, treatment of sewerage for possible production of methane gas, and involvement in community waste recycling efforts. These projects would alleviate current waste problems while producing fuels that might prove useful in governmental demonstration projects.

POLICY 5

Include energy emergency preparedness plans in municipal operations.

The City and County of San Francisco should be prepared for possible fuel shortages or disruptions in energy supplies due to political or economic events in addition to emergency situations resulting from natural disasters such as earthquakes. These situations could have a severe impact on important municipal services normally supplied to the public. Energy contingency plans are essential to minimize impacts on the health, safety, and general welfare of the public. Such plans should be coordinated with State emergency preparedness efforts.

San Francisco's energy emergency preparedness plan should emphasize management systems such as fuel rationing, delineation of essential and non essential services and restricted vehicle operations that would ensure the continued provision of essential public services. In addition, community preparedness and financial management strategies should be examined to reduce local economic dislocations from sudden energy scarcity and price increases.

RESIDENTIAL

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

San Francisco's residents have seen their utility bills rise well beyond the rate of inflation. Higher utility costs only exacerbate the fact that the city is one of the most expensive housing markets in the nation. The Federal government has reduced its funding commitments to energy conservation. The State's role in residential energy conservation, though important, has also been limited by budget cutbacks. As a result, city government must provide leadership in working with the private sector and PG&E to stabilize energy costs.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. San Franciscans use considerably less electricity than average PG&E residential customers, although they consume close to the average amount of natural gas. Natural gas is used primarily for space and water heating, while electricity is used for lighting and appliances. Older housing typical of San Francisco is poorly insulated and requires more heating, and generally contains fewer appliances. Natural gas usage represents the largest energy savings potential in the residential sector, through the implementation of cost-effective weatherization measures and more efficient operation of space and water heating systems.

Actions taken to increase the efficient use of energy may raise initial housing costs for private owners in some cases. These actions will, however, promote affordable housing in the long run by reducing annual utility expenses. San Francisco residents can save substantial sums of money and energy by undertaking an aggressive energy management program that includes community education and promotion, regulation, creative financing, and some capital investment. Special emphasis should be devoted to programs that benefit the city's renter and elderly residents, since this portion of the population pays a higher proportion of their income on energy bills.



POLICY 1

Improve the energy efficiency of existing homes and apartment buildings.

The vast majority of the City's homes and apartment buildings were built prior to the adoption of California's building energy standards. Economical remedial energy measures are currently available that can produce significant energy and monetary savings to residents of these structures. These measures include, but are not limited to, increased levels of ceiling insulation, weatherstripping and caulking of windows and exterior doors, low flow showerheads, thermostat setbacks, water heater blankets and electric ignition devices for appliances. Implementation of these measures on a citywide level would reduce projected expenditures for energy by millions of dollars, and at a relatively low cost to the city's residents.

A special problem exists in attempts to upgrade the energy efficiency of San Francisco's apartment buildings. Tenants pay utility bills, either directly when billed by PG&E, or indirectly when landlords pass through utility costs in rents. As a result, landlords have little incentive to install energy management measures. Likewise, tenants are reluctant to make capital improvements to their apartments for a number of reasons: many tenants move relatively frequently, making justification of capital improvements difficult; tenants perceive building improvements as a landlord responsibility; and, in master metered buildings, tenants who reduce their energy consumption often are not rewarded by lower utility charges and/or rent reductions.

Local weatherization activities should emphasize a combination of educational and governmental enforcement measures. Utility and community organizations are good resources for educating homeowners, tenants, and landlords about energy cost reduction opportunities, including financial and technical assistance programs. Master metering should be strongly discouraged, and conversion to individual metering encouraged when shown to be cost-effective. Municipal building and housing codes should be examined for ways to include economical energy efficiency standards in existing residential structures. These efforts are necessary to protect the affordability of housing in San Francisco.

POLICY 2

Strengthen enforcement of the state's residential energy conservation building standards.

California has adopted energy standards for new residential buildings and buildings undergoing extensive remodeling (Title 24). Homes and apartments constructed according to these standards are expected to consume approximately 40% less energy than comparable older units.

The State has left enforcement of Title 24 energy standards to local government, without providing financial assistance for staff support. As a result, local government enforcement is uneven at best. It is important that San Francisco have an inspection staff that is knowledgeable about State energy standards for this region. In addition, there must be sufficient personnel to properly review plans and undertake site inspections to insure compliance with Title 24.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new housing.

Designers of new housing should address the site as the first step in production of energy efficient housing. The primary energy needs of residential structures in San Francisco are space and water heating. Whenever practical, housing sites should be oriented to provide maximum exposure of living areas to sunlight and daylight. This will significantly reduce space heating and lighting needs.

Building technologies currently on the market make it economically feasible to produce energy efficient housing beyond the State adopted standards. These technology options include solar water heating systems, operational skylights for natural daylighting and ventilation, and co-generation and waste heat recovery systems in mixed use projects. Specific guidelines should be made available to assist developers in assessing specific technologies for new development projects.

POLICY 4

Encourage the use of energy conserving appliances and lighting systems.

Over two-thirds of San Francisco's residential electrical demand is devoted to the operation of refrigerators, household appliances and lighting systems. State and Federal legislation has set minimum efficiency standards for major new appliances and requires labels that reveal anticipated lifetime operational costs. Labeling, combined with educational programs, should make consumers more aware of the energy requirements of major household appliances such as refrigerators, stoves and heaters.

The use of fluorescent lighting systems for service areas, in combination with light dimmers for living areas, is a proven way to reduce electricity use while providing adequate lighting comfort.

POLICY 5

Emphasize energy conservation in local government housing assistance programs.

City housing agencies should take the lead in adopting energy conservation criteria into their housing programs. Reducing energy expenditures is an important part of providing affordable housing. Energy audit and weatherization work should be coordinated with the city's rehabilitation loan programs. Energy efficiency should be stressed in new subsidized units.

Redevelopment areas should be targeted as demonstration sites for the purpose of constructing energy efficient housing. Sites should be analyzed for their energy production potential. Housing construction within redevelopment areas should achieve lower energy budgets than currently allowed under State Title 24 energy standards, in order to set an example for other areas of the city.

POLICY 6

Advocate real estate association participation in residential energy management program efforts.

Homeowners and investors increasingly seek information on utility bills prior to purchasing property. The general public relies on the opinion and expertise of the real estate industry on housing matters. As such, San Francisco's realtors should become actively involved in marketing energy management strategies to both home and apartment building owners. By educating clients on energy efficiency improvements that will reduce operating energy costs, the real estate industry would provide a valuable service in helping to upgrade San Francisco's housing, without the need for additional government regulations.

COMMERCIAL

OBJECTIVE 14

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

The commercial sector is the fastest growing energy use sector in San Francisco. Commercial buildings consume over half of the electricity and over a quarter of the natural gas supplied to the city. Within this sector, electrical demand has been growing at a rate double the growth of total city demand. The current boom in new office construction will further increase commercial energy use. Energy conservation in commercial buildings, therefore, represents an important citywide objective.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and welding operations, while natural gas is used for space and water heating, food storage/ preparation and metal fabrication. The greatest energy savings can be made through better management of lighting and better design and management of heating, ventilation and air conditioning (HVAC) systems. An effective conservation

program will save businesses and industry substantial amounts of money that can be reinvested in the local economy. In the absence of efficiency improvements, energy expenditures by commercial and industrial users would be expected to triple in a decade.

An effective commercial and industrial energy management program will require the participation of architects and design engineers, and representatives of organizations, such as the Building Owners and Managers Association, the Chamber of Commerce, and PG&E.

POLICY 1

Increase the energy efficiency of existing commercial and industrial buildings through cost-effective energy management measures.

The vast majority of commercial and industrial buildings were constructed when energy costs were of little concern to architects and engineers. The costs associated with doing business in San Francisco have risen partially as a result of energy expenditures that have increased dramatically over the past decade. Many of the barriers to multifamily residential energy conservation apply to commercial structures as well. There is a diversity of building types and equipment in use, thus requiring specialized analysis for each structure. Many commercial businesses are tenants in master-metered buildings and are only indirectly held accountable for energy use through operating cost clauses in their leases.

There is a strong need for private business leadership in promoting energy efficiency in existing buildings. Key strategies to reduce operating energy loads involve proper maintenance and operation of mechanical systems. Lighting levels can be adjusted and incandescent lighting replaced with fluorescent, mercury and sodium alternatives. Computerized energy management systems can be an economical measure for large energy users. Commercial and industrial energy conservation is limited only by the innovation and imagination of building architects and engineers.

POLICY 2**Insure adequate local enforcement of California's non-residential building standards.**

The California Energy Commission has adopted and periodically reviews energy design standards for all new non-residential buildings (Title 24). The standards require that all new buildings be designed to use significantly less energy than buildings built prior to the passage of the new requirements.

The City is charged with the enforcement of the State building standards. Enforcement of the standards is a responsibility of the City's Bureau of Building Inspection (BBI). Conformance with the State's energy efficiency standards should be a priority in the City's building permit review process. This will require adequate training of building code inspectors on the energy components of the building standards.

POLICY 3**Expand the environmental review process to encourage the use of additional measures to save energy in new commercial buildings.**

California Title 24 Standards do not reflect the state of the art in building efficiency design. There are a number of design features which have been used successfully in some San Francisco high rise buildings to further reduce energy consumption, e.g. the use of natural ventilation to reduce air conditioning demand. Detailed case studies should be undertaken to evaluate the performance of such features. This information should be shared with parties involved in building design and EIR preparation.

The environmental impact report (EIR) process is designed to review the potential environmental impacts associated with major new development projects. This process provides an opportunity for dialogue among the City, developer and public on a range of issues, including energy. Commercial case studies and energy research efforts should be undertaken to determine cost-effective energy conservation strategies, e.g. single metering, integrated energy systems, flextime to reduce peak transit use, that should be integrated into EIR procedures.

POLICY 4**Promote commercial office building design appropriate for local climate conditions.**

The climate of San Francisco is dominated by the sea breezes characteristic of maritime climates. Because of the steady stream of marine air, there are few heat and cold extremes. Temperatures exceed 90 degrees F. on an average of once a year, and drop below freezing on an average of less than once a year.

Commercial building design should reflect San Francisco's climate. Buildings designed to take advantage of nearly year long westerly winds will be able to maximize natural ventilation opportunities. Heating, ventilation and air conditioning (HVAC) systems should be designed with these climatic conditions in mind. These actions would reduce both operating costs and energy demand.

POLICY 5**Encourage use of integrated energy systems.**

Integrated energy systems are a promising method for increasing the efficiency with which energy is used in commercial and mixed use projects. This concept encompasses a variety of systems. District heating and cooling systems deliver hot water or steam to buildings from a central location. San Francisco has three district heating systems serving the Civic Center and downtown areas, two of which are owned by PG&E. These systems are presently underused, despite considerable activity in new commercial office construction downtown. A feasibility study on providing steam service to new projects within or adjacent to the present steam distribution area should be undertaken. The present system could be operated more efficiently at lower unit cost with additional customers.

Other integrated energy technologies, such as co-generation and waste heat systems, use one fuel source to provide two or more end needs, thereby reducing overall energy requirements. Such systems might present a feasible and economically attractive energy supply option for new commercial office, mixed use and industrial projects. Initial studies should be undertaken to assess the potential application of these technologies on new development projects.

TRANSPORTATION

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

Transportation activities consume more than a fifth of San Francisco's total energy. Personal auto use accounts for more than half of total transportation energy use locally, and more than half of this total is for work commuting. The most obvious way to reduce this level of fuel consumption is to reduce personal auto use for both work and non work travel. Where people still must rely on autos, it is necessary to make more efficient use of them, by increasing both passenger loads and fuel economy.

Providing efficient transportation services in metropolitan areas is a complex problem. The best way to reduce transportation energy use is to increase the overall efficiency of transportation systems. Policies should be developed which take advantage of densities and location to reduce the need to travel and increase access to transit. Significant energy savings could result from construction of mixed use development projects that integrate employment with residential and shopping uses.



The benefits of reduced transportation energy use are clear. It will save money for both San Francisco's residents and business community while conserving critical fuel resources. This will, in turn, reduce the city's vulnerability to oil supply interruptions, with the added environmental benefit of lessening pollution and congestion.

POLICY 1

Increase the use of transportation alternatives to the automobile.

Transit remains one of the more energy efficient methods of accommodating personal transportation needs, particularly the daily commute to and from work. The City of San Francisco is fortunate to have an extensive transit system that is used and supported by local residents. As such, its continuance and expansion should be encouraged.

The system, however, is not without its problems. Local revenue sources are declining in proportion to the rising costs of maintaining existing service levels. The growth of commercial office development downtown, while increasing the local tax base, also imposes pressure to expand the existing service network in order to avoid both increased congestion and a reduction in transit service levels. A financing partnership should be established to maintain and enhance the city's energy efficient transportation network. Financing mechanisms should be pursued to allocate the costs associated with increased transit service demand. In addition, a variety of transportation alternatives, including the provision of bicycle, jitney, and pedestrian facilities, should be carried out through both public and private transportation energy management programs.

POLICY 2

Provide incentives to increase the energy efficiency of automobile travel.

Increasing the energy efficiency of automobile travel should be a major local transportation energy policy. Incentives should be instituted to increase the number of passengers per vehicle for local travel. Preferential parking for carpools and van pools, restrictions on the availability of long term parking for single occupant vehicles, and continuance of state tax credits for employers who implement carpool and vanpool programs,

are some of the ways to encourage energy efficient high occupancy auto travel. In addition, the city can promote use of fuel efficient vehicles through implementation of preferential parking policies for smaller autos, and reducing the size of off-street parking spaces.

POLICY 3

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

An energy efficient transportation system is highly dependent on local land use policies. San Francisco's high density, compact form lends itself to the use of various transportation alternatives in order to satisfy the daily needs of local residents. Recent developments, however, could seriously alter this balance. New housing has not kept pace with the growth in local employment, imposing pressure on existing housing and encouraging housing growth outside the city. Commercial neighborhood districts are under intense development pressure, forcing certain neighborhood services to move outside the area. These trends increase distances, and thus energy requirements, for personal travel.

The city should implement programs that reinforce San Francisco's present urban design pattern. Housing conditions placed on new commercial office development projects should emphasize the provision of housing at or near employment centers. Neighborhood commercial policies should promote the continued presence of diverse local service establishments. These policies would enhance the city's existing urban character, while keeping personal transportation energy requirements to a minimum.

POLICY 4

Promote more efficient commercial freight delivery.

Better designed and more adequate space for freight loading in major high rise commercial buildings will increase the energy efficiency of the transportation system by minimizing traffic congestion. San Francisco should aggressively enforce recently enacted off-street freight loading and service vehicle space requirements. The City should also examine the feasibility of establishing satellite freight centers to reduce truck movement into the downtown.



POLICY 5

Encourage consideration of energy use issues when making transportation investment decisions.

The development of new transportation facilities can either increase total energy demand or encourage greater energy conservation. The funding of highway and transit projects is complex and involves the agreement of many government agencies. San Francisco should work with other local governments and regional agencies to ensure that future transportation plan development is consistent with its transportation and energy policies, both of which emphasize energy conservation.

POLICY 6

Promote alternative work arrangements which will contribute to more efficient transportation use.

Currently, the work trip is the largest single component of personal transportation needs, responsible for peak service loads and overcrowding of the existing transportation system. Energy savings could be achieved through more efficient utilization of the existing transit system. Alternate work arrangements, such as flex-time or staggered work hours, have the potential for increasing the efficiency of the existing transportation system while reducing the need for system expansion.

ALTERNATE ENERGY

OBJECTIVE 16

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

Renewable energy is a term applied to energy sources which do not rely on finite reserves of fossil or nuclear fuels. These sources are directly or indirectly due to the sun, with the exception of tidal energy, and include such forms as solar, wind, biomass, and hydro. Renewable energy sources are non-depletable; hence, their use reduces dependence on conventional fossil fuels, particularly from foreign sources. They are relatively benign to the natural environment. In addition, renewable energy sources tend to be labor intensive, encouraging the growth of local enterprises and jobs. For these reasons, their use should be actively encouraged.

All City agencies should give greater consideration to the potential use of renewable energy systems. Land use and regulatory codes should integrate renewable energy concerns. Solar access issues should be identified and local approaches developed to facilitate the use of various systems for space and water heating needs. Local government codes have, directly or indirectly, encouraged greater energy use and discouraged investments in renewable energy technologies. Changes in land use policies and regulatory codes can significantly increase local reliance on renewable energy resources. These programs include expediting permit applications, consumer protection, information services, and special programs for low-income residents and small commercial businesses. Local government should be committed to undertaking this re-examination in order that it might better reflect a position of leadership in support of renewable energy sources.

POLICY 1

Develop land use policies that will encourage the use of renewable energy sources.

Steps should be taken to protect areas offering high solar energy collection potential, such as south facing slopes, from being shaded. Solar access strategies will differ according to existing and proposed height and bulk regulations. South wall and rooftop solar access may be achievable in low density residential districts. Rooftop



access should be possible in medium to high density residential, commercial and mixed use districts. If new development impairs the performance of existing systems, compensatory or mitigation measures should be taken.

POLICY 2

Remove obstacles to energy conservation and renewable energy systems in zoning and building codes.

A detailed analysis of zoning and building codes should be performed, particularly in terms of problems encountered by persons who have installed or tried to install systems. The National Association of Building Officials has anticipated many such problems and has developed a Uniform Solar Code to facilitate installation of solar equipment. The California Energy Commission has developed model solar access and wind legislation. These codes should be reviewed for possible adoption in San Francisco. In addition, constraints in existing local codes and permit procedures should be analyzed and modified, if the modifications do not conflict with basic health and safety concerns.

POLICY 3**Develop information resources to assist in the use of renewable energy.**

Providing reliable information is an important activity in the marketing of renewable energy. Such information can motivate individuals to install energy conservation measures and renewable energy technologies. However, a key part of a successful information service program involves developing materials best suited to individual needs.

Local information services should not duplicate work proceeding at other government and utility levels but, instead, focus on local concerns: system performance in San Francisco, applicable planning and building codes, solar orientation, system sizing and access criteria, consumer protection programs, and technical assistance on solar and wind audits. A local renewable resource information service should keep citizens informed of technology developments, while acting as a clearing house on land use and code requirements. Monitoring existing solar installations is necessary to develop reliable information on expected performance. Such information is essential to those making decisions involving the local use of renewable resources.

INTERGOVERNMENTAL**OBJECTIVE 17****SUPPORT FEDERAL, STATE AND PG&E ENERGY PROGRAMS THAT ARE EQUITABLE, AND ENCOURAGE CONSERVATION AND RENEWABLE ENERGY USE.**

Local energy programs should be tied closely to existing Federal and State laws. The complexity of energy supply and distribution systems, in addition to social equity and economic considerations, require coordination of government and utility energy plans. Local energy management efforts should be designed to inform and support local residents and businesses in using available Federal, State and utility energy assistance programs.

To carry out this objective, San Francisco should monitor energy legislation at all government levels and maintain an open dialogue with public and private agencies which have energy planning programs underway.

POLICY 1**Support continuation of state and federal tax incentives and credits for conservation and renewable energy technologies.**

Conservation and renewable technologies are, for the most part, economical methods to reduce utility operating costs. Their widespread use, however, is dependent on the decisions of individuals and business firms to invest in these technologies. The initial costs associated with conservation and renewable energy systems dissuade individuals from investing in these technologies, regardless of potential long term benefits in reduced operating expenses. Federal, State and utility financing programs are necessary to reduce, or defer the initial costs of investing in conservation or renewable energy resources, in order to make the investment option attractive to the individual. Tax credits, depreciation allowances, and low interest loans are but a few examples of financing incentives currently in place which, when combined with high energy bills, are convincing utility customers to invest in conservation and renewable energy.

Financing incentives for small business and apartment building owners are of particular importance. Small businesses typically lack the capital to invest in energy technologies that would reduce long term operating costs. Many small businesses are tenants and thus are not responsible for making structural improvements and/or changes to the buildings they occupy. Owners of apartment buildings face a different disincentive. Generally, these owners either do not pay their tenants' utility bills, or pass on the operating costs to tenants as part of rents. Investments will occur only if building owners are offered financial incentives, e.g. tax credits, to offset investment income.

POLICY 2

Promote state energy building standards that are cost-effective and take into account San Francisco's climate and density patterns.

The California Energy Commission has recently revised its energy standards for new building construction. The new standards are intended to reduce energy costs by relying on increased ceiling and wall insulation, thermostat controls, fluorescent lighting, double and triple paned windows, passive solar design and solar water heating systems. Although these energy standards will increase initial building costs, they will, in the long run, provide an economic benefit to consumers by reducing operating costs during the life of the building.

Local governments have the opportunity to review energy standards for their region and propose alternatives that can be demonstrated to be both cost effective and save as much, or more energy, than the state standards. San Francisco has a topography, density and climate pattern that is unique in the state. It is in the city's interest to review the state energy building standards to determine their cost-effectiveness for this area, as well as the ease of implementation.

POLICY 3

Encourage PG&E involvement in energy management programs for residential, commercial and industrial users.

PG&E is actively involved in customer-related energy conservation activities. Examples of existing programs include residential energy audits and information referrals, low-interest loans, award and promotion programs for energy efficient building design, street light conversion, and commercial and residential load management programs.

Load management offers great potential for holding down the cost of electricity. It is a strategy to influence consumers' use of electricity by time-differentiated pricing - charging rates that reflect the cost of supplying a level of demand by either time of day or season. In the PG&E service territory, afternoons are a time of daily "peak" electricity demand, while summer afternoons represent a period of system "peak" demand.

San Francisco is experiencing a rapid increase in commercial office development activity. This activity is expected to increase significantly both the daily and

seasonal "peak" electrical requirements of the local service area, since commercial office energy use is primarily for air conditioning, lighting and office equipment. Expansion of utility load management programs into the downtown office district could relieve "peaking" requirements by shifting electricity loads to times when base load generation could be more effectively used. Commercial customers could lower their operating costs, while reducing the need for PG&E to purchase expensive oil and natural gas.

Evidence to date suggests a positive correlation between financial responsibility for energy use and reduced levels of energy consumption. Commercial and residential tenants who do not directly pay their utility bills will generally consume larger amounts of energy than those held directly accountable. Commercial and residential master metering practices should be examined and alternatives encouraged which place direct responsibilities on tenants for energy use.

FINANCING

OBJECTIVE 18

DEVELOP FINANCING OPPORTUNITIES TO IMPLEMENT LOCAL ENERGY PROGRAMS

One of the major energy issues facing San Francisco is the unequal consequences escalating prices have on different segments of the community. Three of the groups most seriously affected by price increases are lower and fixed income renter populations, energy-intensive small neighborhood businesses such as restaurants and corner grocery stores, and certain industries that require large quantities of heat for manufacturing.

While the implementation of low cost and no cost conservation measures are a first step to reduce energy bills, over the long term, investments in conservation measures and renewable energy will be needed. Fixed income renter populations often use large amounts of gas for space heating, and large amounts of electricity to operate relatively inefficient older appliances. Over the long run, weatherization, more efficient HVAC systems, and the use of solar systems to provide hot water will help alleviate increasing utility costs for fixed income renters. Without such improvements, the city's efforts to stabilize rent costs and protect the affordability of housing will be compromised.

Access to loans or other financing options to install these measures is critical. The City should investigate possibilities for acquiring funding to assist or subsidize residential and private business improvements if other sources of financing are not available. This effort should be targeted to fixed and lower income populations, energy-intensive small businesses such as restaurants and corner grocery stores, and local energy intensive industries.

POLICY 1

Promote government and private financing partnerships to carry out local energy programs.

Creative use of State and Federal financial assistance programs should be explored. A local revolving fund, through the issuance of revenue bonds, might be established to undertake local energy conservation programs. Tax-exempt leasing and lease-purchase arrangements offer another promising method to implement energy conservation and renewable resource strategies.

A local non-profit energy corporation could provide a means to channel financing resources to local conservation programs. Local governments can assist in the formation of special assessment districts to undertake energy projects. Such a district could be applied to certain industrial and neighborhood areas for the production, sale and use of alternate energy systems.

Government and utility involvement is particularly appropriate in hardship and low income situations. San Francisco's utility user tax (5% of PG&E billings) may provide a funding source for an energy conservation loan program geared to low-income residents. The City should encourage PG&E to aggressively market its zero interest loan (ZIP) program to San Francisco's low-income and elderly residents.

POLICY 2

Encourage private financial institutions to offer energy loan programs responsive to local market needs.

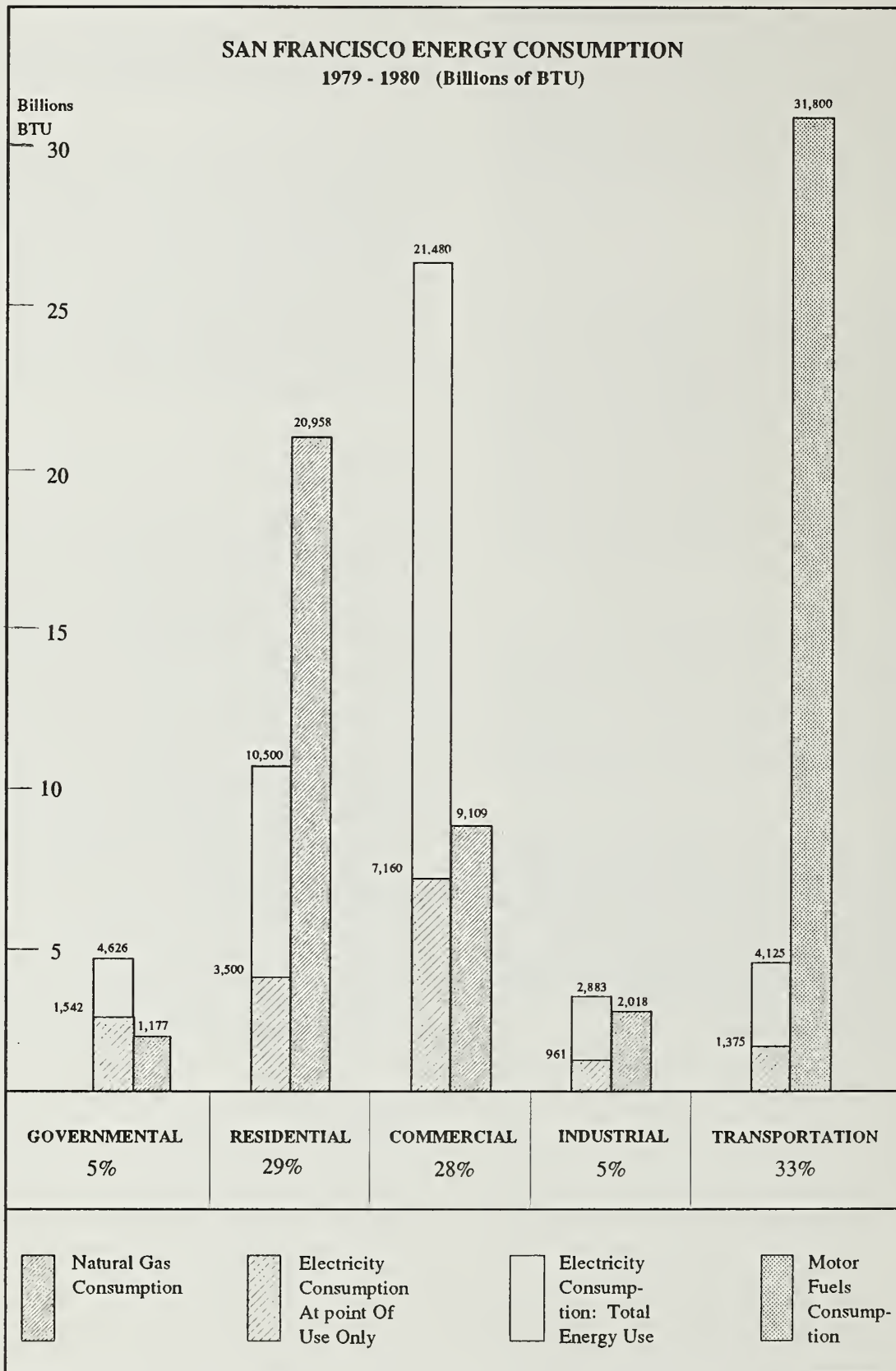
Local lending institutions are important sources for financing commercial and residential conservation. A pioneering program involving solar "T-bills", which are earmarked for solar system financing, has been successfully developed in San Francisco. San Francisco lenders have also taken the lead in supporting State legislation to create a secondary market for solar loans. Continued innovation and more aggressive participation by additional lenders is needed to service and promote a growing energy investment market.

POLICY 3

Establish a self-supporting system for funding municipal energy cost reduction investments.

The City should explore the feasibility of establishing a revolving loan fund, using Hetch Hetchy revenues, to undertake municipal electrical conservation programs. All electricity conserved from these investments not only will reduce expenditures for electricity, but will also generate additional revenues to Hetch Hetchy, since conserved electricity can be sold at rates two to three times higher than the rate charged to City departments. These additional revenues can be used to finance future energy-saving investments in natural gas, which will, in turn, further reduce budgetary expenditures and generate additional net revenue.

USE PATTERNS BY SECTOR - 1980



GLOSSARY OF ENERGY TERMS

British Thermal Unit: (BTU) The amount of heat needed to raise one pound of water (approximately 8.3 gallons) one degree Fahrenheit. Both electricity (kilowatts) and natural gas (therms) can be converted to BTUs. BBTU is a billion BTU.

Co-generation: Any of several processes which use either power generation reject heat to satisfy process heat requirements, or process waste heat for steam generation of electricity.

Cost-effective: Determination that a financial investment today in a given technology or program will produce an adequate financial return in reduced costs.

District Heating: A system which provides residential and commercial space heating for a neighborhood or large complex of buildings from a central heat source. District heating, which exists in San Francisco, could also provide opportunities for co generation.

Energy Audit: The measurement of energy flow within a structure for the purpose of measuring energy waste and potential savings. Subsequent recommendations usually include operational improvements and retrofitting.

Energy efficiency: The degree to which energetic input yields a desired output (e.g. work or space heating).

High Pressure Sodium Vapor: A high efficiency light-emitting electric bulb; more efficient than standard mercury vapor street lights.

Kilowatt Hour: The basic unit of electrical energy, equal to one kilowatt of power supplied to or taken from an electrical circuit for one hour (1000 watts). One kilowatt hour is equal to 3,412 BTU.

Master Metering: A single utility company electric or gas meter which serves on structure or building with multiple tenants. Tenants typically are not directly billed for master metered services.

Natural Gas: A natural hydrocarbon gas composed typically of methane, ethane, butane and propane. It comes from terrestrial wells with or without accompanying crude oil and is generally much higher in heat content than manufactured gas.

Non renewable energy resources: Energy resources that rely on oil, gas, coal and/or nuclear sources.

Payback: In this document, the time it takes to recover a financial investment in energy conservation or solar technology through reduced payments for energy use.

Renewable energy technologies: Technologies using energy resources that are sustainable over time or that have slow rates of depletion such as solar, wind, biomass, solid waste, geothermal, co generation and hydropower.

Residential Conservation Service: (R.C.S.) A Federal mandate that utility companies provide energy audits for residential customers.

Retrofit: Upgrading of an existing systems through subsequent addition of new components. In terms of energy conservation, addition of materials or devices to an existing building to achieve energy conservation (for example, insulation).

Solar access: Access which prevents solar energy collection (heat absorbing) areas from being blocked or shadowed from direct sun exposure.

Therm: A unit of measurement for natural gas, equivalent to 100,000 BTUs.

Waste conversion: Recovery of energy as an adjunct to waste disposal. It may involve pyrolysis (heating to produce gas or oil); hydrogenation (chemical reduction of materials to produce oil); or fermentation ("digestion") of activated sewerage sludge to produce methane.

Weatherization: A set of measures such as insulation, caulking, and weatherstripping, which reduce heat loss (infiltration) in buildings.

APPENDIX A

OBJECTIVES & POLICIES FROM OTHER ADOPTED MASTER PLAN ELEMENTS

URBAN DESIGN ELEMENT

CITY PATTERN

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 4

Protect and promote large-scale landscaping and open space that defines districts and topography.

POLICY 7

Recognize the natural boundaries of districts and promote connections between districts.

CONSERVATION

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of open space.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 4

IMPROVEMENT OF NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY.

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

TRANSPORTATION ELEMENT

GENERAL

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 3

Reduce pollution and noise.

POLICY 4

Design and locate facilities to preserve the natural landscape and to protect views.

MASS TRANSIT

OBJECTIVE 1

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

VEHICLE CIRCULATION PLAN

OBJECTIVE 1

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 1

Divert automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares and limit major thoroughfares to nonresidential streets wherever possible.

POLICY 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

POLICY 4

Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas.

RECREATION AND OPEN SPACE ELEMENT

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITY-WIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2

Preserve existing public open space.

POLICY 4

Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

RESIDENCE ELEMENT

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING COMMUNITIES.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

ENERGY SECTION OF THE ENVIRONMENTAL PROTECTION ELEMENT

MUNICIPAL

OBJECTIVE 12

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

POLICY 3

Investigate and implement techniques to reduce municipal energy requirements.

RESIDENTIAL

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

COMMERCIAL

OBJECTIVE 14

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

POLICY 5

Encourage the use of integrated energy systems.

TRANSPORTATION

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

ALTERNATE ENERGY

OBJECTIVE 16

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

COMMUNITY FACILITIES COMMUNITY FACILITIES



AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO



COMMUNITY FACILITIES

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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COMMUNITY FACILITIES

POLICE FACILITIES

INTRODUCTION

The purpose of the Police Facilities Section of the Community Facilities Element is to establish objective, policies, and criteria, for meeting San Francisco's long-range police facility requirements. The objectives address broad goals as they relate to the distribution, location, design and use of police facilities. Policies are courses of action which are supportive of the objectives and, together with criteria, provide a continuing guide and directive for public decisions.

The plan deals with police facilities. It does not represent a plan for police operations. That task is the responsibility of the Police Department. However, the Police Facilities Section recognizes that changes in operations will inevitably take place and that inherent flexibility to accommodate operational changes is an essential component of a responsive and effective facility plan.

The plan was prompted by an awareness by the Police Department of general facility inadequacies and deterioration of older buildings, and reflects a joint effort by the Police Department and the Department of City Planning.

Historical Perspective

Many of San Francisco's police facilities reflect the operational and locational criteria of the early 1900's. Police practice at that time required that the location of police stations be determined by the walking radius of officers in developed areas. Patrol by horse required stables at outlying stations. The grooming and care requirements for horses suggested that station with stables be located in or adjacent to parks.

Only a few police buildings approach contemporary facility standards. The remaining facilities vary only in degree as to their level of physical deterioration and functional obsolescence. Several stations still have stables and none have accommodations for female patrol officers.

While the prospect of replacing or rehabilitating police facilities implies a burden in terms of cost, it also poses the opportunity to plan, design and locate new facilities in a manner responsive to future community needs and desires. To this end, this plan has been formulated based on several fundamental assumptions.

Fundamental Assumptions

1. The effectiveness of police service is enhanced when provided on a neighborhood level.

Recent advances in communication and the common use of cars has had a significant impact on police operations and community perceptions of police effectiveness. The patrol car in many instances has replaced the beat officer; and, as a result, a certain detachment has developed between the police and community. In an effort to strengthen rapport and cooperation between the police and community, citizens and officers alike have sought means for reestablishing police/community relations. The decentralization of police services through district stations is viewed as an effective means for developing and maintaining police community ties. Both police professionals and the public are generally of the view that stationing police personnel within a neighborhood and providing a broader range of services at the neighborhood or district level foster a greater sense of mutual commitment, concern and understanding.

Responsive police service requires continued sensitivity to changing community concerns regarding law enforcement, and continued adjustment in which services are performed and how they are performed. This can best be achieved when police personnel are in tune with community attitudes and can respond on a neighborhood level.

2. Technological and social changes require adaptability and flexibility of police facilities.

Technological and social changes have a continuing impact on police operations. Technological applications have greatly increased the effectiveness of police service and will probably continue to do so. For example, the 911 telephone program provides citywide communication access to all emergency services. Computer applications aid in manpower deployment and criminal detection, and new applications are under study. Future effectiveness of police facilities will depend on their adaptability to new technology.

Cultural changes are also affecting police operations. An increasing influx of women to the force requires adjustments in operations and facilities. Likewise, increasing demands for expansion of police services and better safeguards for citizens involved in police-related incidents call for a greater degree of specialization in police skills and accompanying facilities required for

the professional delivery of services. New and renovated police facilities must have the inherent capacity and flexibility to adapt to technological and operational changes within a changing society.

3. While facilities contribute to effective police operations, the prime responsibility for public safety rests with both police personnel and the community.

Police personnel, the programs, training, and policies that guide their actions, and the nature of community support are the key elements in effective crime prevention and public safety. Facilities are important only to the extent they contribute to efficient operations and provide the setting for constructive police neighborhood interaction.

OBJECTIVES AND POLICIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

The distribution, location and design of police facilities contribute to operational efficiency and flexibility. Improved efficiency frees officers for patrol and community relations work, while flexibility allows for adjustments in deployment of police resources in response to changing needs.

In order to provide responsive police service, the organization of police operations should meet two basic concerns: police service on a neighborhood level, and overall citywide coordination of police activities. Responsiveness to neighborhoods calls for close community integration of services such as patrols, community relations, and public information. Overall departmental coordination requires the centralization of administration, communications staff services, records, and investigations in order to provide a citywide overview.

Those police services which relate on a neighborhood level, or which need not be carried out centrally, should be assigned to district stations. Activities which relate to the city as a whole should be centralized. The

expansion of the number of free standing facilities housing specialized functions should be discouraged since facilities in themselves require manpower for security and administrative staffing. As a general rule, expansion of police services should be accommodated either at district stations or at police headquarters.

POLICY 1

Locate police functions that are best conducted on a centralized basis in a police headquarters building.

Effective police service and management require the overall coordination of departmental activities and programs so that all citizens are assured of an equitable level of police service. Such coordination can best be achieved through the centralization of certain key activities. Such as administration, departmental policy formulation, program planning, manpower and resource allocation, information management, citywide operations and communications control and dispatch, and centralization of police records. Centralization of these functions minimizes administrative activities at the district station level, while maximizing effectiveness by freeing police officers for patrol work and by supporting them with a comprehensive communications and information network.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

The distribution, location, and design of district stations should provide effective police services at the neighborhood level and maximize the number of police personnel available for patrol work. A relationship and possible trade-off exists between the number of district stations and the effectiveness of police service since police personnel required for station staffing might be poorly utilized if there is insufficient demand for their services. In order to maximize patrol and service effectiveness and still maintain the symbolic neighborhood value and public service convenience provided by neighborhood police facilities, a balance must be struck between operational requirements for district stations and community desires for maintaining police facilities in their neighborhoods.

Community sentiment clearly favors nine district stations, and that number represents a satisfactory balance between operational efficiency and community desires for a neighborhood police presence. Therefore, unless public sentiment changes in the future, nine district should be retained.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

Expressed community desires for maintaining a district station concept stems from the feeling that stationing police officers within a neighborhood fosters a greater sense of commitment, concern, and understanding, resulting in better police service and expanded community participation and cooperation in public safety efforts. This feeling is shared by police officers and suggests a greater decentralization of police personnel, operations, and services.

To the extent possible, the broad range of police services that do not require centralization for effective performance, should be decentralized with service responsibility assigned on a neighborhood or a district station level. Decentralization of services should be based on a comprehensive review of current police operations, long-range programs for future services, and community input. New and renovated district stations should have the inherent capacity and flexibility to accommodate decentralization of services.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use, and accessibility for police personnel.

Firearms training should be supported by indoor facilities incorporated into the designs of district stations and police headquarters. Until there are sufficient indoor facilities, the Pistol Range at Lake Merced should be maintained but not expanded.

Diverse opportunities for physical fitness training should be readily and conveniently available to police personnel. Exercise facilities should be included in

district stations. A major athletic facility should also be available to all personnel and relate closely to headquarters and the police academy.

Training for recruits and in-service training for sworn personnel should be supported by a police academy. The police academy should relate to the instructor pool at police headquarters and to the athletic facility. Classrooms for in-service instruction at district stations should also be provided.

The unique requirements of the Mounted Unit and direct service relationship with Golden Gate Park suggest that the existing stables be maintained and improved as required. The two horse stables in McLaren Park should be maintained.

A permanent hangar facility and landing pad for police helicopters is required and should be located in the "good weather belt" along the Bay. Proximity to headquarters is desirable. The design and setting of heliport and hanger facilities should be consistent with applicable control guidelines for this activity.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

Stable and horse care requirements for mounted patrols, prior to the widespread use of vehicles, suggested that police stations be located in parks. Ingleside and Park Stations, which were built in 1910, are located in Balboa Park and Golden Gate Park for this reason. Likewise, the noise aspect of pistol practice suggested the remote location of this activity at Lake Merced. Replacement of horses by vehicles and developments in gunfire muffing techniques bring into question the logic of maintaining Ingleside and Park Stations and the Pistol Range in their current remote open space settings.

In light of the high community value attached to parks in San Francisco, the preservation and restoration of park areas to park use is a long-range objective. Under the Recreation and Open Space Element of the Master Plan, police facilities in designated recreation and open space areas are nonconforming uses. As these facilities become obsolete and require replacement, they should be relocated, consistent with the location and neighbor-

hood service policies of this plan, and consistent with community desires for continued location of a district station in the neighborhood.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

The long-term service life of police facilities requires flexibility in their design so that changing methods for providing police services can be accommodated. Technological, social and attitudinal changes affect police operations, requiring facility modifications to accommodate changing personnel, equipment, and work patterns. Police facilities should be easily adaptable to new special configurations and have sufficient capacity to meet future service requirements.

Police facilities should be built to be openable in event of a seismic disaster, sited so as to minimize opportunities for covert attack and designed to provide protection of personnel. In achieving security, design treatments should be such as to maintain an open and inviting character which integrates the police facility with the community. Police facilities should be easily identifiable, set community standards for maintenance, appearance, neighborhood amenity, and enhance the dignity of and respect for the law enforcement process.

Experience has shown that police facilities located in isolated settings are particulate vulnerable to attack. In addition to being security hazards, such facility locations are generally inaccessible to the community and should be avoided. Existing police buildings should be phased out of such locations.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

Multiple use of police, fire, public health and other services or land uses should be encouraged whenever combined use is mutually reinforcing. In general,

similar criteria govern the location of police, fire and emergency public health facilities and sufficient linkages exist between these services to warrant the consideration of combining these activities within one facility. Combined use of public services is further prompted by the scarcity of available sites that meet locational criteria.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

The nature of police work entails numerous daily contacts with citizens, often during trying situations wherein the police are called upon to resolve conflicts or maintain law and order. Continuous communication, interaction and cooperation between the police and community on an informal basis foster understanding and develop ties which strengthen the community and aid the police in their peace-keeping responsibilities.

Neighborhoods want to relate to police personnel on an individual basis, as partners working together to improve the quality of community life. That process is aided by deploying police personnel on a district station basis. However, district station buildings in themselves do not generate community ties. Police personnel should continue their efforts to establish, maintain and expand those ties which reinforce police/community relations. The location, distribution, design and operation of police facilities can be a catalyst for promoting closer police, community understanding, and more responsive and effective police service.

POLICY 1

Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

Convenient community access to both police services and personnel promotes better public use of police services and develops closer police/community ties. District stations, conveniently located to neighborhood shopping areas, provide the opportunity for filing crime and accident reports, paying traffic warrants, receiving crime prevention information, discussing problems with community relations officers, and meeting neighbor-

hood patrol personnel. Police officers in turn get to know the people they serve, including their concerns and expectations relating to police services.

Community needs may warrant the establishment of a "Neighborhood Services Facility," such as a storefront facility which provides municipal services on a neighborhood level. Inclusion of community relations and other police services should also be considered in conjunction with such a facility. Police neighborhood storefronts should be tested for their feasibility.

However, in light of high administrative, security, and maintenance costs attached to "Neighborhood Storefronts," expanded police/community relations service for San Franciscans should be primarily a function of outreach programs conducted by police personnel utilizing existing community facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

Locating district stations near the centers of their service areas reinforces community awareness of police service presence, adds to the convenience of personal visits to district stations, and is conducive to increasing interaction between neighborhood residents and district police personnel.

In general, those elements which define neighborhoods also tend to be barriers to movement. Efficient police operations generally call for using barriers to movement as district boundaries. Locating stations centrally within a district also tends to minimize travel time within the district. Both of these operating criteria reinforce this policy.

POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.

The primary purpose of pistol practice, in-service training, and physical fitness facilities is to maintain police force performance standards. However, these facilities

can serve as community resources when they are made available to the public, particularly youth, on a supervised basis. Opening police facilities for community use promotes opportunities for informal interaction between police personnel and the public, establishing ties which foster police/community understanding.

Pistol range facilities can be used for recreational marksmanship programs. In-service training classrooms can be used for community meetings and police safety information programs. Athletic facilities can be used for "Youth Services Bureau" programs and major youth tournaments.



POLICE FACILITIES PLAN

Map 1

-  General Grouping Of Related Neighborhoods
-  Neighborhood Edges And Barriers To Movement
-  Major Arterials That Define Neighborhoods
-  Recommended 9 District Grouping Of Related Neighborhoods

CRITERIA FOR POLICE FACILITIES

Based on the objectives and policies of this plan, the following functional, locational, neighborhood relations, and design criteria are recommended for police facilities.

POLICE HEADQUARTERS

- **Functional Criteria:**

Police Administration Center

Police Department Staff Services

Investigative Bureaus (citywide overview)

Central Communications & Operations Command

Crime Lab, Photo Lab & Property Clerk

Police Records & Suspect Detention

Police Academy

Police Athletic Facility

Police Range

Helicopter Access

- **Distribution Criteria:**

One centralized facility with good citywide access, both vehicular and public transit.

- **Location Criteria:**

Direct proximity to related criminal justice services of the criminal courts, District Attorney's Office, and detention facilities.

- **Neighborhood Relations:**

Convenient public transit access to police headquarters.

Direct public access to public services and general information.

- **Design Criteria:**

New facilities should reflect the objectives, policies, and criteria of the "Urban Design Element" of the Comprehensive Plan to the extent they are applicable.

Controlled access and security for operational, investigative, and administrative functions.

Uninterrupted operational capability in the event of a seismic disaster.

Sufficient secured parking for both police vehicles and police personnel.

DISTRICT STATIONS

- **Functional Criteria:**

Outlet for neighborhood-related police services and other operations that need not be centralized.

Command responsibility for district police activities.

Administrative and support communications center for district patrol activities.

Suspect booking and detention.

Service and information for "walk-in" requests.

Storage for police vehicles and equipment.

Briefing, locker, and deployment center for patrol personnel.

In-service training, physical fitness and pistol range facilities.

Interview rooms.

Juvenile services.

Center for police/neighborhood interaction.

- **Distribution Criteria:**

Stations should serve recognized and geographically defined areas of the city, and should encompass entire neighborhoods to the extent possible.

There should be no major physical barriers within a district service area which may impede access by police.

The number of district stations should minimize patrol force travel time to and from the areas served.

The number of district stations should reflect community desires for these facilities, consistent with community willingness to pay for their construction, maintenance and staffing.

District stations should service equitable workloads and provide a uniform level of service to all citizens.

- **Location Criteria:**

Stations should be located so as to minimize access time to all points within the district served.

Stations should be accessible to the public, particularly by public transit.

Stations should be located so as not to constitute a nuisance or hazard to surrounding land uses.

Whenever possible, stations should be combined with other public facilities so as to maximize community awareness and impact of public services.

• **Neighborhood Relations:**

Ready public access to police services district personnel should be assured.

Community use of facilities such as meeting rooms and gym when incorporated within the district should be provided on a supervised basis.

• **Design Criteria:**

Stations should be open, unimposing and in scale with surrounding development.

Controlled access and security for police personnel and public.

Operational capability in the event of a seismic disaster.

Community meeting rooms and gym facilities should be included if these facilities are not readily available.

Sufficient capacity and special flexibility to accommodate increase in patrol force assignments of both male and female officers, and expansion of police services.

Good vehicular access and dispatch flexibility should be available.

Sufficient secure parking for police and personnel vehicles.

AUXILIARY SERVICE AND SUPPORT FACILITIES

Police Academy (Personnel and Training)

• **Functional Criteria:**

Maintain personnel records and process recruits.

Conduct academy classes, including physical fitness training.

Develop training films and manuals.

Conduct in-service training program.

• **Distribution Criteria:**

Police academy classrooms should be in proximity to police headquarters; however, local universities should also be used for recruit training and in-service training.

• **Location Criteria:**

Police academy facilities should be located near the "instructor pool" based at police headquarters.

The police academy should be accessible by public transit.

• **Neighborhood Relations:**

Academy classrooms should be used for community instruction programs related to law enforcement and for recruitment programs.

• **Design Criteria:**

Police academy facilities should have sufficient capacity for recruit training and in-service training.

Pistol Range

• **Functional Criteria:**

Training of recruits and personnel.

Implementation of police firearm recertification program.

Maintenance and testing of firearms.

• **Distribution Criteria:**

Pistol range facilities should be incorporated at police headquarters and at district stations in order to minimize travel time and encourage practice.

• **Location Criteria:**

Pistol range facilities should be secure from intrusion and not constitute a noise nuisance.

• **Neighborhood Relations:**

Pistol range facilities should be made available for recreational purposes on a supervised basis.

• **Design Criteria:**

Pistol range facilities should be confined and isolated for safety and noise control.

Police Athletic Facility

• **Functional Criteria:**

Fitness training for new recruits

Fitness training for police personnel.

• **Distribution Criteria:**

At least one major police athletic facility should be centrally accessible to all police personnel.

• **Location Criteria:**

A police athletic facility should be centrally and conveniently located, integrated with the police academy, and near police headquarters.

• **Neighborhood Relations:**

Police athletic facilities should be made available for community use on a supervised basis.

Police personnel should be encouraged to use neighborhood athletic facilities for exercise and training.

- **Design Criteria:**

Police athletic facilities should be sufficiently diverse and comprehensive to encourage widespread departmental fitness participation.

Park and Beach, and Mounted Unit Facilities

- **Functional Criteria:**

Command, briefing, and administration of patrol force.

Locker and storage facilities for vehicles and equipment.

Stable and care facilities for horses.

- **Distribution Criteria:**

To the extent that park and beach patrols are not performed by district stations, one Park and Beach Unit and one Mounted Unit facility is required.

- **Location Criteria:**

Park and Beach Unit facilities should be located near park and beach service areas.

Mounted Unit facilities should be retained in Golden Gate and McLaren Parks.

- **Neighborhood Relations:**

The operation of Park and Beach Unit facilities should not detract from public enjoyment of park and beach facilities.

- **Design Criteria:**

Park and Beach and Mounted Unit facilities are functionally similar to a district station and should be governed by similar design criteria.

Stables for horses of the Mounted Unit should be of fireproof construction, in addition to meeting seismic standards.

Police Heliport Facilities

- **Functional Criteria:**

Command of unit activities.

Maintenance and storage of equipment.

Landing pad for helicopter.

- **Distribution Criteria:**

One heliport landing and maintenance facility for patrol helicopters and emergency optional landing sites are required.

- **Location Criteria:**

Police heliport facilities should be located in the "good weather belt" along the Bay and sited so as not to be a noise nuisance to adjacent properties.

- **Neighborhood Relations:**

Police heliport operations should be in conformance with noise control, development and environmental guidelines.

- **Design Criteria:**

Heliport facilities should be secured and not constitute a fire or crash hazard.

Neighborhood Service Offices

- **Functional Criteria:**

Provide a convenient and informal setting for individuals to discuss police-related concerns with police personnel and community relations officers.

A convenient outlet for police services such as paying warrants, filing crime reports, or receiving crime prevention information.

- **Distribution Criteria:**

Neighborhood Service Offices should be located in communities that do not have ready access to district stations and desire such a facility.

Police Neighborhood Service Offices should relate to and be combined with other neighborhood municipal service offices to the extent practical.

- **Location Criteria:**

Neighborhood Offices should be located in community shopping centers.

Neighborhood Offices should be readily accessible by foot and transit.

- **Neighborhood Relations:**

Neighborhood Offices should be responsive to the unique service requirements of the community served.

- **Design Criteria:**

Neighborhood Offices should be open, unimposing, and in scale with community character.

NEIGHBORHOOD CENTER FACILITIES

INTRODUCTION

The purpose of the Neighborhood Center Facilities Section is to establish objectives, policies and criteria for meeting San Francisco's need for such centers. The objectives address broad goals as they govern the location, distribution, design and use of neighborhood centers, and the more detailed policies and criteria articulate the objectives and serve as guidelines for decision-making.

This plan deals principally with the distribution, location and design of neighborhood centers. It neither sets priorities for locating centers nor makes judgments as to what services or activities should be housed in any particular center. With respect to City-owned centers the authority for these decisions and assignment of center operating responsibilities rests with the Board of Supervisors who, in making their decisions, may call upon the community for input, and request technical assistance and advice from the Department of City Planning and other public agencies.

The plan was prompted by community requests for development of City-owned neighborhood centers, and subsequent funding allocations for a Neighborhood Centers Program utilizing Community Development and other funds that may become available.

Background Perspective

Community services and facilities to meet social, cultural, educational, recreational and civic needs contribute significantly to the quality of community life. Traditional public facilities such as libraries, schools, recreation centers and public health clinics have long been recognized as meeting many of those needs. In addition, many neighborhoods are served by private non-profit community centers that are often available to the general public and provide services at no cost or low to moderate fees. These neighborhood centers, such as those connected with the YM/YWCA's or Golden Gate Neighborhood Centers Association, often provide recreational and cultural programs, child-care services, senior citizen programs, health screening, and various counseling and referral services.

In many instances, however, citizens are deprived of ready access to the foregoing services because neighborhoods lack adequate facilities to house needed services. In other cases, the inability of facilities to meet code requirements, such as open space standards for child care or kitchen health standards for meals programs, precludes provision of services. Furthermore, existing services are often inaccessible to many people they ought to serve.

For these reasons, many San Franciscans do not have adequate access to needed human services, and therefore a commitment should be made to develop a network of neighborhood centers that will provide a focus for neighborhood activities and services. These centers would provide new and better locations for existing services that are inadequately housed, and would have space for new services or expanded existing services to meet the needs of a particular neighborhood. In addition to providing services directly, the neighborhood centers can be used to refer residents to other locations in a citywide network of services.

Fundamental Assumptions

1. **The quality of community life is enhanced when services and facilities that meet diverse human needs are readily available.**

A socially responsive society maintains an awareness of the needs of its citizens, and is particularly sensitive to basic life-sustaining needs such as requirements for health services, neighborhoods also need a focus for community life and opportunities for informal activities and programs related to the recreation, education and civic concerns of all age groups. Neighborhood center facilities can provide the physical setting for fulfilling these needs.

2. **Expanding community responsiveness to meeting social needs and enriching human life requires the development of adequate and flexible facilities to house needed services.**

Increasing national awareness of the needs of many people including the economically disadvantaged, elderly, underemployed and single parent households has resulted in substantial expansion of both private and public efforts to meet the basic service needs of these groups. Also, interest in civic and community activities on a neighborhood level has increased in recent years.

The expansion of social services and increased participation in neighborhood activities have resulted in an acute awareness of the inadequacy of existing facilities, both public and private, to meet needed spatial and functional requirements. If needed services are to be provided and neighborhood awareness encouraged, adequate and flexible community centers are necessary.

3. While neighborhood centers provide facilities for housing services, the success of center operations rests with the community.

Neighborhood Center facilities only provide the physical shell to house services, programs and activities. The success of center operation depends of the level of community involvement, interest and support in making the center responsive to the social cultural, recreational and civic needs of the neighborhood served and a focus for community life.

OBJECTIVES AND POLICIES

OBJECTIVE 3

ASSURE THAT NEIGHBORHOOD RESIDENTS HAVE ACCESS TO NEEDED SERVICES AND A FOCUS FOR NEIGHBORHOOD ACTIVITIES.

One component contributing to the quality of the living environment is the availability of community services and facilities designed to meet the cultural, social and recreational needs of neighborhood residents. While there are already many neighborhood services and facilities (libraries, recreation centers, health centers, police stations, schools) there are still unmet needs. Services to be provided vary according to the composition and needs of the population in the area and include activities such as child care, health care, youth activities, senior citizen programs and adult education and enrichment programs.

A multi-purpose neighborhood center not only is a facility that provides needed services, but is a place where neighbors can gather and socialize, and is a symbol to all residents of the binding sense of "community" shared by the neighborhoods. As such a neighborhood center serves as a focus for community activities.

POLICY 1

Provide neighborhood centers in areas lacking adequate community facilities.

Some San Francisco neighborhoods lack adequate physical facilities for needed services and for neighborhood activities. Therefore, the City should undertake programs to provide multipurpose centers in neighborhoods where they are lacking or inadequate. Centers need not be new, independent buildings, but can be additions to existing community facilities such as schools, libraries, health centers and recreation centers. Rehabilitation and renovation of such existing public buildings can result in useful neighborhood centers.

POLICY 2

Assure that neighborhood centers complement and do not duplicate existing public and private facilities.

In assigning resources to develop neighborhood centers, care must be taken so as not to duplicate existing facilities with adequate capacity. Before a neighborhood center is constructed or acquired by the City, all existing facilities in the neighborhood should be surveyed and evaluated with respect to their adequacy. Expansion of existing facilities should first be explored before establishing a new facility. If required and practical, new facilities should be conveniently located in relation to existing public facilities. When developing a new facility consideration should also be given to relocating existing City and private services into it from rental quarters or spaces which are too small or otherwise substandard.

POLICY 3

Develop centers to serve an identifiable neighborhood.

A community must strongly identify with its neighborhood center if successful and responsive use and service is to occur. Clearly locating a center within a perceived neighborhood strengthens the sense of identity between the residents and the center. As a physical symbol of the neighborhood the center could generate greater neighborhood interest and participation in its activities and programs. The diverse character and size of San Francisco's districts and neighborhoods will cause considerable variety in the scale and character of centers.

POLICY 4

Locate neighborhood centers so they are easily accessible and near the natural center of activity.

Participation in neighborhood centers activities and programs is encouraged when centers are visibly located near or within areas where neighborhood activity is clustered such as neighborhood shopping areas, recreation centers, libraries, schools and health centers. Centers should be easily accessible, particularly by foot and public transit. Major trafficways are not good locations in view of possible congestion and lowered standards of safety and traffic engineering.

POLICY 5

Develop neighborhood centers that are multi-purpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

In order for neighborhood centers to be effective they should be multi-purpose and sufficiently flexible to accommodate all potential users, including children, handicapped people, and elderly.

Spaces and rooms should lend themselves to various activities in response to the many and changing needs of a particular community. This can be achieved through the use of movable partitions and by providing ample storage space.

The scale of the center should be adequate and appropriate for the number of people to be served and in keeping with community character. Centers should be attractive and comfortable in design, and arranged to provide security for users, equipment and materials.

POLICY 6

Base priority for the development of neighborhood centers on relative need.

The general level of need for and access to community services varies among neighborhoods. The types and mix of services desired also varies. In determining priorities, consideration should be given to neighborhoods in greatest need of centers, with special emphasis for the disadvantaged.

Income is a key indicator of service need, since lower-income people do not have the financial ability to purchase services such as child care, health care, recreation and personal development/career enrichment programs. Likewise, existing facilities in lower-income neighborhoods tend to be older and inadequate for needed services.

Another major consideration is access to services. Many people, particularly lower-income and elderly people, are denied needed services because these services are virtually inaccessible. Facilities should be first provided in those neighborhoods where basic livability services are needed and where people are being denied these services due to poor access.

POLICY 7

Program the centers to fill gaps in needed services, and provide adequate facilities for ill-housed existing services.

All neighborhoods have some social services, and facilities that house those services. However, often there are "service gaps" where needs and services do not match. Child care, senior citizen programs and activities, and places for neighbors to meet and conduct community programs are often lacking. New neighborhood centers should seek to complement and supplement existing services and activities. Since the facilities that house existing services may be inadequate, often jeopardizing the continuation of expansion of a much-needed service, new or improved neighborhood centers should provide for the relocation of services from substandard facilities.

POLICY 8

Provide neighborhood centers with a network of links to other neighborhood and citywide services.

It is often not practical, and even not desirable, to house a full range of services for the entire neighborhood in a single center. For example, child care and a drug abuse program may not be compatible in the same facility. However, in order to facilitate broad access to services, neighborhood centers should be the pivotal point in the community, providing referrals to other facilities and thus linking together all services to make them available to each neighborhood.

Neighborhood centers should have linkages with and relate to the neighborhood programs and facilities of the Art Commission, Commission on Aging, Recreation and Park Department, Public Library, Unified School District, Police Department, Health Department, Department of Social Services, and private service agencies.

OBJECTIVE 4

PROVIDE NEIGHBORHOOD CENTERS THAT ARE RESPONSIVE TO THE COMMUNITY SERVED.

Basic to the notion of a neighborhood center is that it be responsive to the broad needs and desires of the community served. If a center fails in this regard it will cease to be used by neighborhood residents. In order to develop and operate centers that are responsive, active neighborhood participation in the planning, programming and ongoing management of the center must be maintained.

In general, centers should be planned so that no single group, activity or program is predominant. Programs should be oriented toward all age groups and provide a mix of specialized services, referral services and general activities.

The effectiveness of the centers' program and activities should be periodically evaluated to assess whether the needs of the community are being met and whether potential center users are being denied access due to inadequate programming or other causes.

POLICY 1

Assure effective neighborhood participation in the initial planning, ongoing programming, and activities of multi-purpose neighborhood centers.

Neighborhood participation is essential to the successful and responsive functioning of a neighborhood center. Neighborhood input, from the initial planning stages through center programming and management, instills a sense of neighborhood control of the center. This is vital to the acceptance of the center as a true neighborhood facility. Also, broad neighborhood participation in center programming is essential to the definition of unmet needs and assessment of the level of interest in

various programs and activities. Neighborhood comment and reaction to center operation and programs should be continuously monitored and programs and activities modified to meet changing needs.

POLICY 2

Provide an effective and responsible management structure for each neighborhood center.

Effective center management and administration is essential if the many and varied needs of a neighborhood are to be met. The various center programs and activities must, in addition to being responsive to neighborhood needs, be compatible, coordinated and scheduled to match user needs. In addition, provision must be made for ongoing facility operation, maintenance and administrative management.

There are several alternative approaches for assigning neighborhood center management responsibility, including having one agency/service provider within each center take the lead and assume this responsibility, contract with an independent firm for center management services, or management by a non-profit corporation responsible to either a community board or a coalition of service providers located within the neighborhood center.

POLICY 3

Insure continuing responsiveness to neighborhood needs by making clear assignments of responsibility for supervision of center operation and administration.

In order to insure that neighborhood centers in each community continue to function in a responsive and responsible manner, some entity, separate from center management, should be assigned the responsibility of administrative supervision of centers for the City. Administrative supervisory responsibilities include general monitoring of center activities, assessment of programs, technical assistance and general supervision of center operations, management and maintenance.

There are several alternative approaches for assigning administrative supervisory responsibilities, including assumption of responsibilities by an experienced private agency acting for the City, use of an existing agency of local government, or creation of a new public agency.

CRITERIA FOR LOCATING NEIGHBORHOOD CENTERS

One of the key elements in successfully planning multi-service centers for use by specific population groups is the location. Location plays a major role in the outreach efforts of service providers. A conveniently placed facility, for example, will help encourage people who have already heard of the center to use its services. If the center is prominently placed it will remind people of its presence and even advertise itself to people who otherwise would not know of its existence.

Location Criteria

The Center should be centrally located

- The center should be located in an area which is easily accessible and highly visible to the population it is intended to serve.
- Areas near collector streets with relatively large amounts of vehicular and pedestrian traffic should be considered initially. The facility should not be placed on the major roadway but should be convenient to it.
- Centers should be located near support facilities such as schools, parks, libraries and recreational facilities.
- Locations near other types of services will substantially reduce the need for residents to travel to other parts of the city for needed services. Several purposes can then be accomplished in one trip.

The location should contain elements which act as a focus for the community.

- Sites near landmarks, neighborhood shops, or major intersections are often suitable locations.

Centers should be near public transit stops, especially those directly serving the population groups to be reached.

Service centers should be located within neighborhood boundaries; however, programs could be developed to serve surrounding or adjacent communities. Information and referral services, for example, could be utilized by persons other than local residents without causing a measurable reduction in program services to the local community.

Centers should be located so that center-related activities and center uses are compatible and supportive of adjacent land uses, and do not disrupt nor detract from adjoining uses.

Center sites should be protected from the negative effects of vehicular traffic. Facilities should be accessible without requiring patrons, particularly children and the elderly, to cross streets which carry heavy vehicular traffic. Entrances should be located in such a manner as to provide safe ingress and egress and smooth circulation patterns.

Design Guidelines

The design of a neighborhood center will have a critical influence upon the center's program development and the perception of its quality and character by the community. Since these facilities would benefit the greatest number of users by being located adjacent to predominantly residential districts, they must be designed in such a way that they do not make neighboring properties less desirable due to their appearance, increased noise, congestion or activity.

- The facility should provide rooms and spaces suited to the particular service needs of each area.
- The user community should participate in design development, and specific space should be set aside for murals or other forms of community expression. Additional space should be provided for neighborhood meetings, and priority should always be given to community groups for use of this space.

- The facility should be non-bureaucratic and informal in nature to achieve a friendly, pleasant and inviting feeling.

- Because multi-purpose centers must meet changing community needs, flexibility for a variety of program activities should be inherent in their design.

- The location of all services should be visible from the main entrance. An information and referral center should be visible from and close to the main entrance.

- Rooms and spaces should be well-suited to unique services with separations from exclusive or incompatible uses. This may include the design of separate entrances and exits or floor separations. When such separations cannot be provided, time schedules should be worked out to avoid conflicts.

- Passive interior and exterior spaces should be separated from more active areas.

- Doors, elevators, toilets, entrances, drinking fountains, telephone locations, curbs, parking and other features should be designed to accommodate the physically handicapped, children, and the elderly.

- Exterior space should have a feeling of openness, with areas set aside which are conducive to conversation and other types of interaction.

FIRE FACILITIES

The Fire Facilities Section of the Community Facilities Element is intended to serve as a guide to the greatest degree possible the following objective:

OBJECTIVE 5

DEVELOPMENT OF A SYSTEM OF FIRE-HOUSES WHICH WILL MEET THE OPERATING REQUIREMENTS OF THE FIRE DEPARTMENT IN PROVIDING FIRE PROTECTION SERVICES AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR A OTHER SECTIONS OF THE MASTER PLAN.

Principles

The following principles are an integral and basic part of the Fire Facilities Section:

1. In general, firehouses should be distributed throughout the city so that each firehouse has a primary service area extending within a radius of one-half mile. This spacing should vary in relation to population densities, building intensities and types of construction, the pattern of trafficways, and with the relative degree of fire hazard.
2. Firehouses should be located on streets close to and leading into major or secondary thoroughfares.
3. Firehouses should be so located that no topographic barriers require time-consuming detours within the primary service area of each firehouse.

LIBRARY FACILITIES

The Library Facilities Section of the Community Facilities Element is intended to serve as a guide to the following objective:

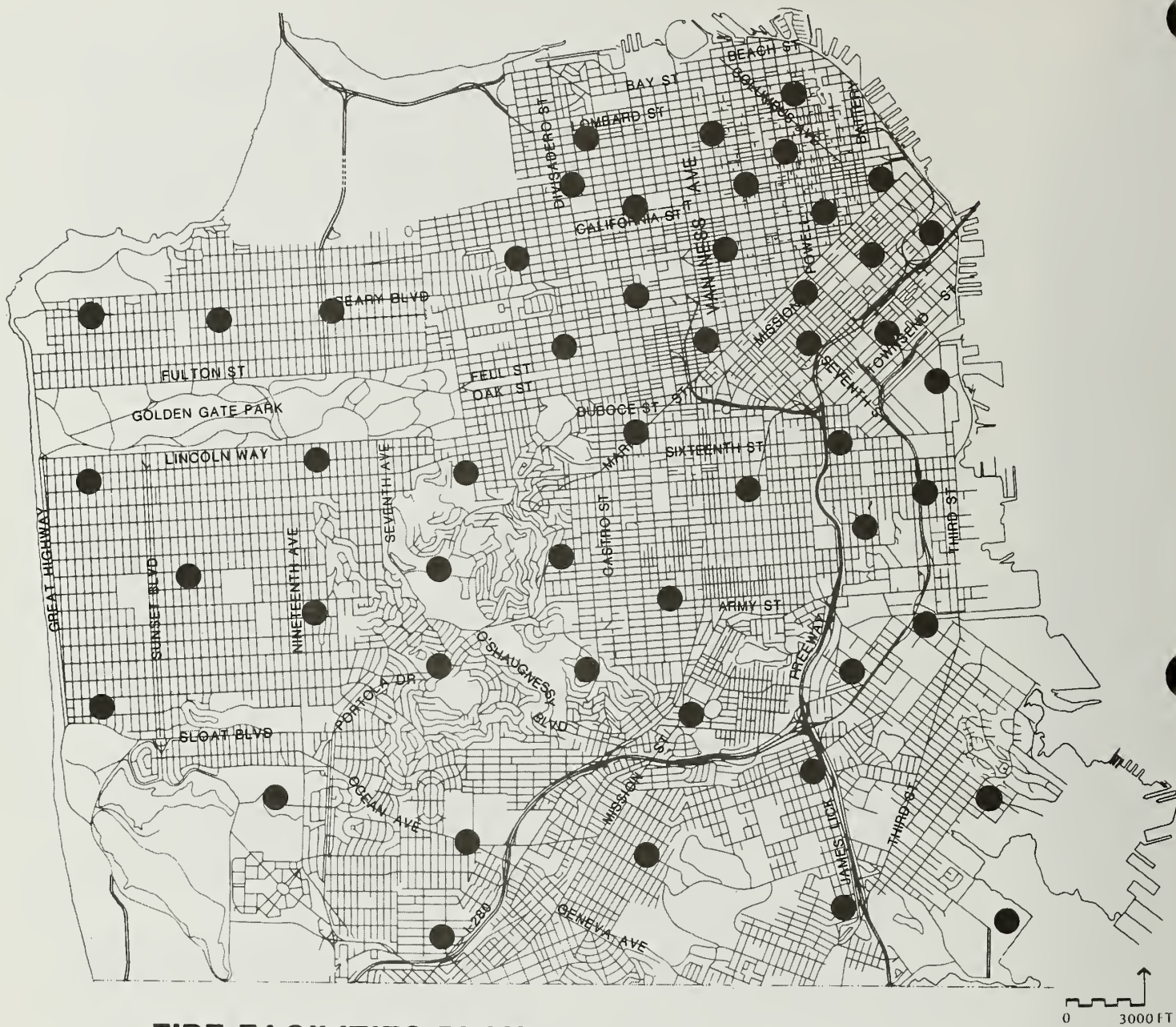
OBJECTIVE 6

DEVELOPMENT OF A PUBLIC LIBRARY SYSTEM IN SAN FRANCISCO WHICH WILL MAKE ADEQUATE AND EFFICIENT LIBRARY SERVICE FREELY AVAILABLE TO EVERYONE WITHIN THE CITY, AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR IN OTHER SECTIONS OF THE MASTER PLAN.

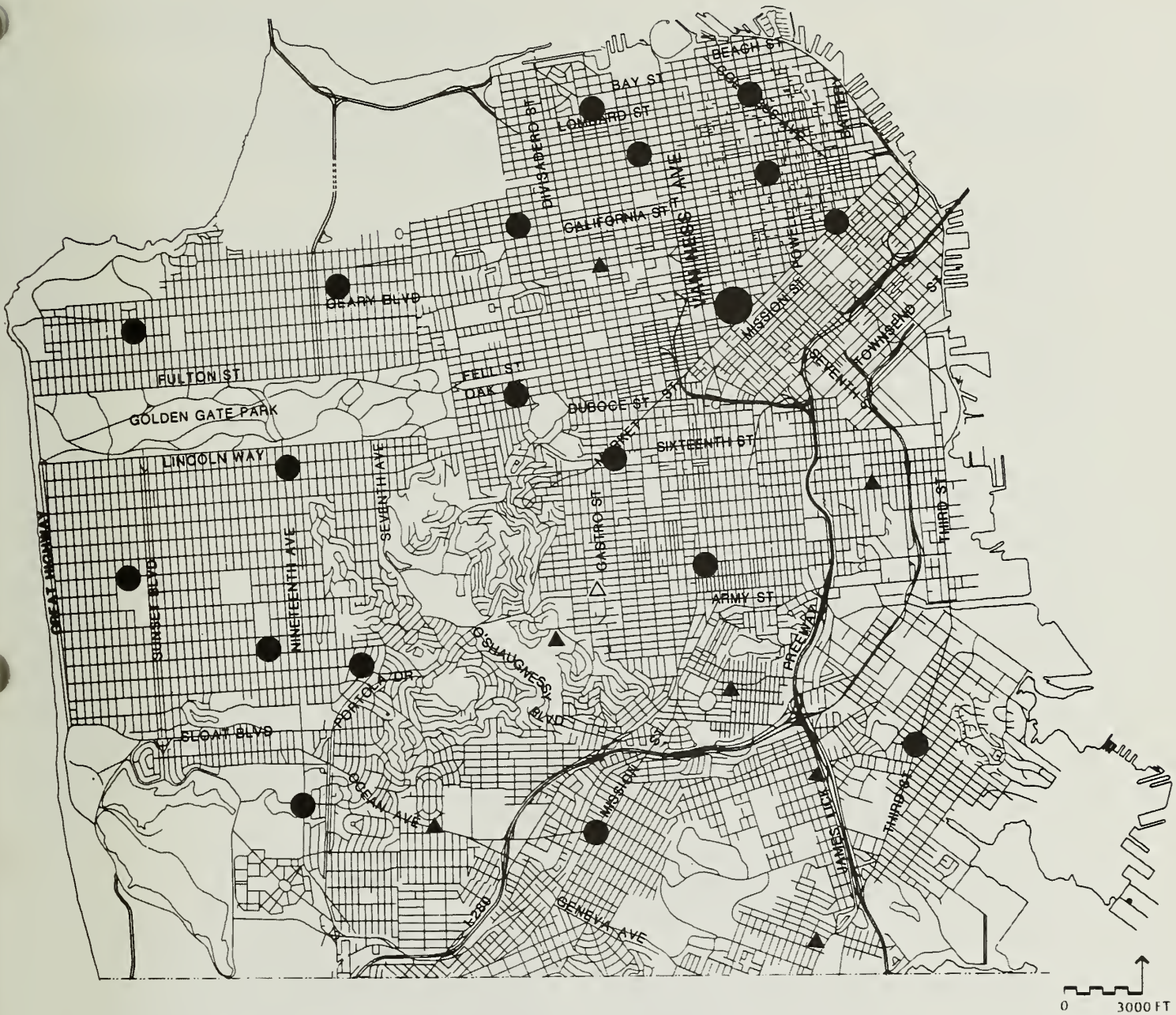
Principles

The following principles are an integral and basic part of the Library Facilities Section:

1. In general, branch libraries should have a service area range of not more than one mile, and should be distributed so that all sections of the residential community areas of the City are within the service range of a public library. The spacing of branch libraries should vary in relation to present and prospective population densities and characteristics, physical barriers, and transit and trafficways patterns.
2. In general, the library system should be comprised of large branches each serving a population of 25,000 to 50,000. In areas of low population density or areas prescribed by physical barriers small branches may be developed to serve a population of 10,000 to 15,000.
3. Branch libraries should be located where a variety of community facilities attracts the residents of the surrounding area. Branch libraries should be easily accessible to pedestrian routes and vehicular trafficways, and should be not more than a level block from a transit stop.
4. Parking for motor vehicles and bicycles should be readily available on or near the sites of branch libraries.
5. Public library buildings should be simple and functional in design and in harmony with their surroundings. Buildings should be planned for the pleasure and convenience of the public, and for economy and efficiency in operation and maintenance.



● Fire Facilities



LIBRARY LOCATION PLAN

Map 3

- Main Library
- Large Branch
- ▲ Small Branch
- △ Interim Branch

PUBLIC HEALTH CENTERS

The Public Health Centers Section of the Community Facilities Element is designed as a guide to the following objective:

OBJECTIVE 7

DISTRIBUTION THROUGHOUT THE CITY OF DISTRICT PUBLIC HEALTH CENTERS TO MAKE THE EDUCATIONAL AND PREVENTIVE SERVICES OF THE DEPARTMENT OF PUBLIC HEALTH CONVENIENT TO THE PEOPLE, THEREBY HELPING TO ACHIEVE THE GOALS OF THE PUBLIC HEALTH PROGRAM IN SAN FRANCISCO.

The goals of the public health program are to create and maintain a healthy environment in which people may live and work, to help each individual in a community reach and sustain his maximum capacity for health, and to promote physical and mental efficiency through organized community effort. In a city such as San Francisco, district health centers properly located to suit the public need and convenience are important in achieving these goals.

Principles

The following principles are an integral and basic part of the Public Health Centers Section:

1. District public health centers should be distributed throughout the city so that each serves a population varying from 75,000 to 150,000, depending on the extent of need of the population served.
2. For maximum convenience a health center should be centrally situated in relation to the population served in each health district, and convenient to public transportation.

3. Where possible, district health centers should be grouped with public schools and recreation grounds in a community center.
4. The design of public health centers should be functional and flexible to suit present needs and to be adaptable to the potential activities of the Department of Public Health.
5. Conference stations should be established where needed within a health center district to serve a population of 25,000 to 50,000.
6. Conference stations, operated from district health centers, when needed, should be located if possible in existing public or community facilities such as schools or recreation centers.

EDUCATIONAL FACILITIES

OBJECTIVE 8

ASSURE THAT PUBLIC SCHOOL FACILITIES ARE DISTRIBUTED AND LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1

Provide public school facilities for education in accordance with the need for such facilities as defined by the Unified School District and Community College District. Locate such facilities according to the Public School Facilities Plan and, wherever possible, make available for community use.



PUBLIC HEALTH CENTERS PLAN

Map 4

- District Public Health Center Location
- Interim District Public Health Center



PUBLIC SCHOOL FACILITIES PLAN



Map 6

- | | |
|----------------------|------------------|
| c Children's Center | M Middle Schools |
| s Special Schools | H High Schools |
| E Elementary Schools | CC City College |

Note:
Boundary lines are census tracts

INSTITUTIONAL FACILITIES

OBJECTIVE 9

ASSURE THAT INSTITUTIONAL USES ARE LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1

Locate institutional uses according to the Institutional Facilities Plan.

The areas that are shown on the Institutional Facilities Plan are those occupied by or reserved for large groups of buildings of a public or a semi-public nature. They include San Francisco State College, University of San Francisco, Laguna Honda Home, Youth Guidance Center, several large parochial schools and the University of California Medical Center and the Civic Center.

WASTEWATER FACILITIES

OBJECTIVE 10

LOCATE WASTEWATER FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF STORM AND WASTEWATER.

POLICY 1

Provide facilities for treatment of storm and wastewater prior to discharge into the Bay or ocean. Locate such facilities according to the Wastewater and Solid Waste Facilities Plan.

SOLID WASTE FACILITIES

OBJECTIVE 11

LOCATE SOLID WASTE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF SOLID WASTE.

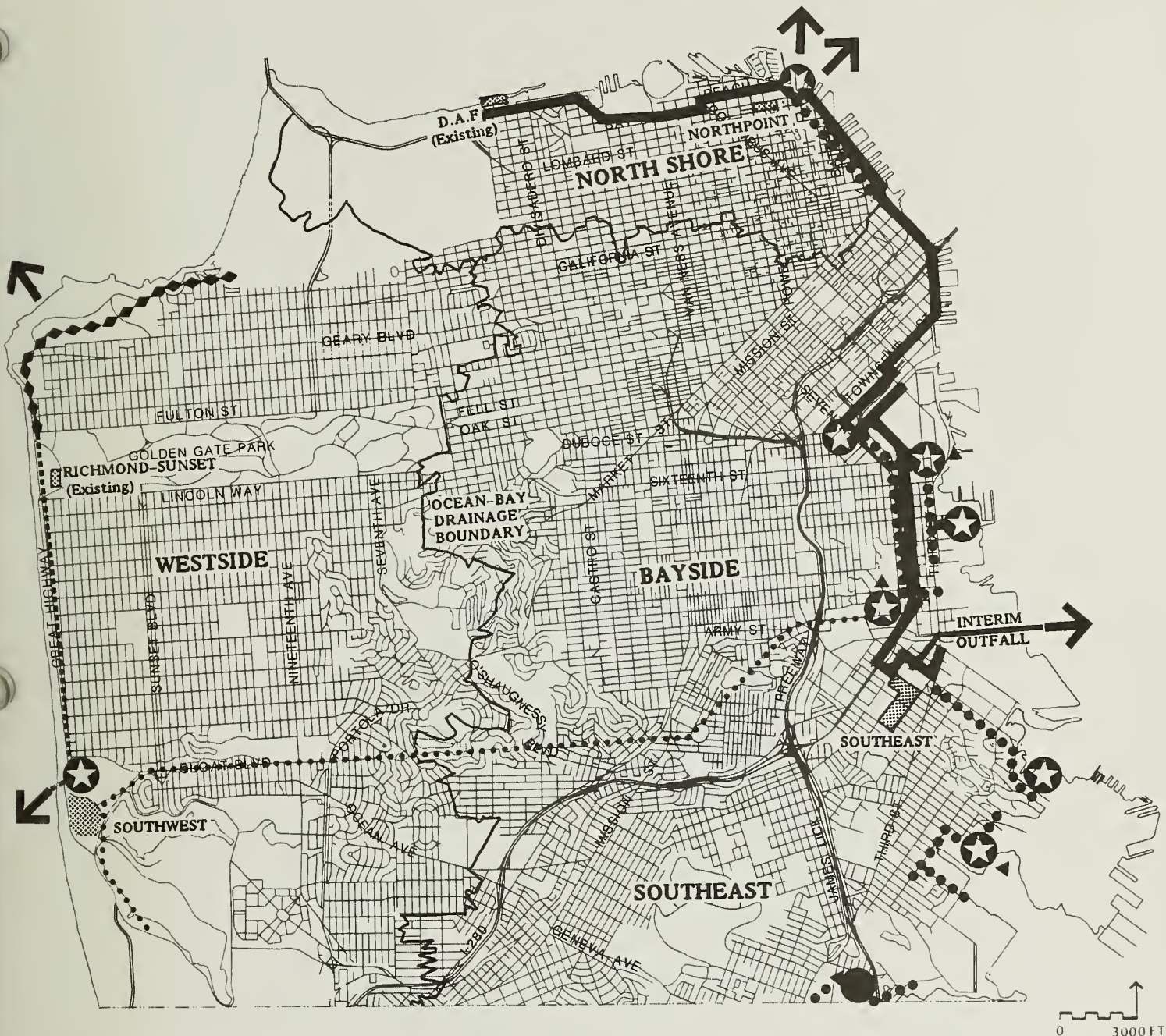
POLICY 1

Provide facilities for treatment of solid waste and locate such facilities as shown on the Wastewater and Solid Waste Facilities Plan.



INSTITUTIONAL FACILITIES PLAN

Map 7



WASTE WATER AND SOLID WASTE FACILITIES PLAN

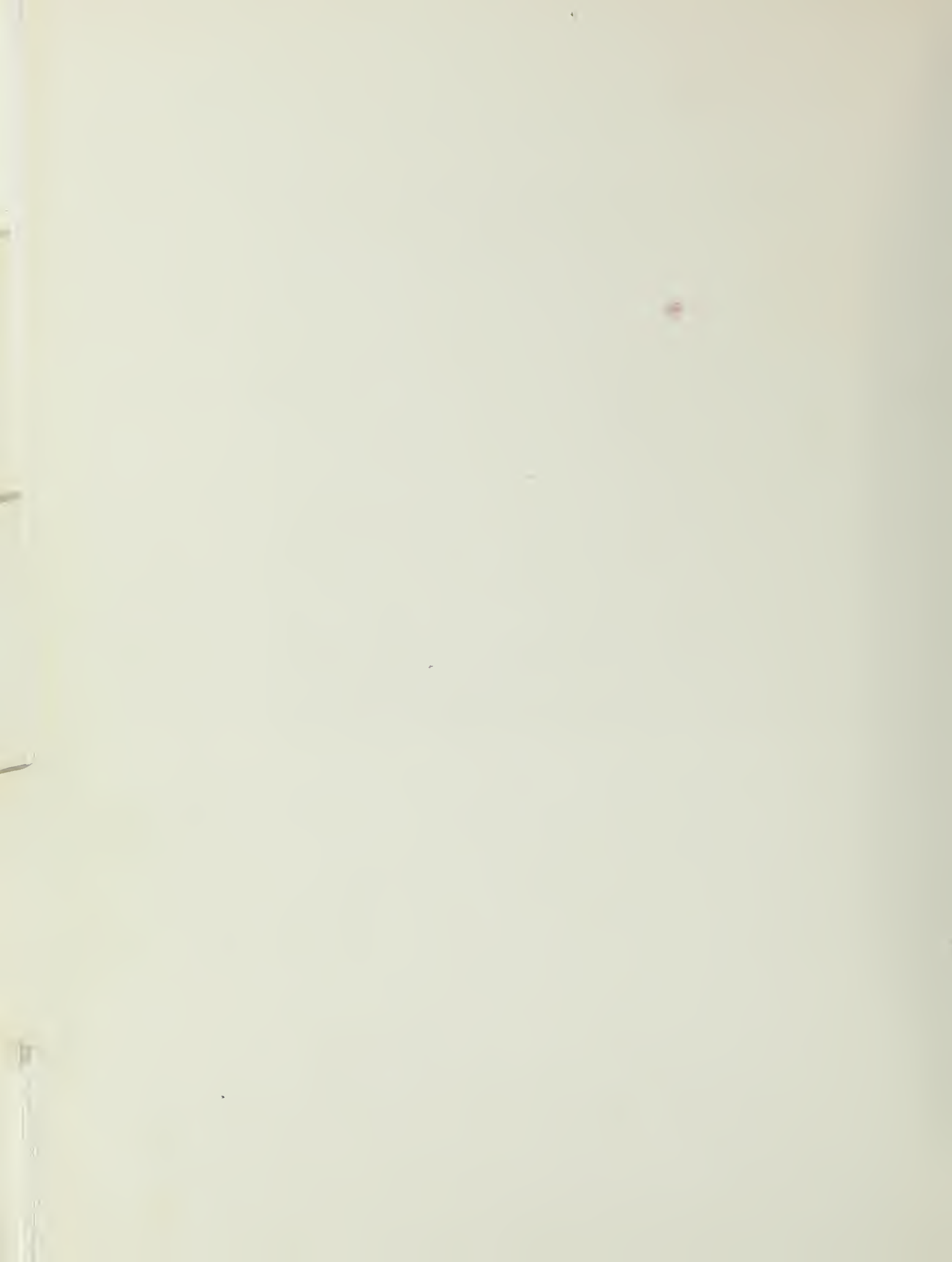
Map 5

- | | | | |
|---|--------------------------|--|-------------------------------------|
| | Bayside Core System | | Richmond and Lake Merced Transports |
| | Westside Core System* | | Pump Station |
| | Remaining Bayside System | | Outfall |
| | Crosstown Transport* | | Water Pollution Control Plant |
| <p>*Long Range Funding Projections For Beyond 1985
 Sources:
 San Francisco Clean Water Program. February 1982
 San Francisco County Solid Waste Management. July 1983
 The Community Facilities Plant.</p> | | | Solid Waste Facility |
| | | | Retention Basin |

COMMUNITY SAFETY
COMMUNITY SAFETY



AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO





COMMUNITY SAFETY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

COMMUNITY SAFETY

INTRODUCTION

Comprehensive considerations of seismic hazards have long been neglected in California. The San Fernando earthquake of February 9, 1971, provided the impetus to spur public action to remedy this situation. Legislation was adopted at the State level requiring city and county general plans to include a seismic safety element and a safety element. The legislation called for "an identification and appraisal of seismic hazards" by a seismic safety element and "the protection of the community from fires and geologic hazards" by a safety element.

The requirements for the two closely related general plan elements have been addressed in the Community Safety Element of the Master Plan of San Francisco. The purpose of this element is to provide the basis for inclusion of geologic and fire hazard concerns in the planning-development process. The fundamental goal of the element is to establish ways to reduce the risk to San Franciscans from geologic and fire hazards.

Background

Most of the State of California lies within a band which covers only a small portion of the earth's surface but has within it 80 per cent of world seismic, or earthquake,

activity. This band is the Circum-Pacific Seismic Belt, or the "Ring of Fire", so-called because the majority of the earth's volcanoes occur within this belt.

An understanding of why this seismic activity is on one relatively narrow strip has merged only in the last decade. It appears that the earth's surface is a mosaic of perhaps twenty huge blocks or segments. Pushed or pulled by titanic forces, these segments — geologists call them "plates" — slowly drift. The place of contact, or movement, between two plates is called a fault or fault



THE CIRCUM-PACIFIC SEISMIC BELT

zone. The well-known San Andreas Fault is where the Pacific Plate and the North American Plate make contact.

In some cases plates slide smoothly past each other, causing what earth scientists call fault "creep:" that is, the slow, steady movement of one plate in relation to another. In other cases, tremendous pressure along the plate borders creates a friction which does not allow movement; the plate edges lock. However, the plates themselves continue to advance, bending the rock at the boundary until the strain is too great. Then the rock snaps along the fault and shifts violently back toward equilibrium, like a bent stick breaking. This shifting rock causes the devastating shock waves we know as an earthquake.

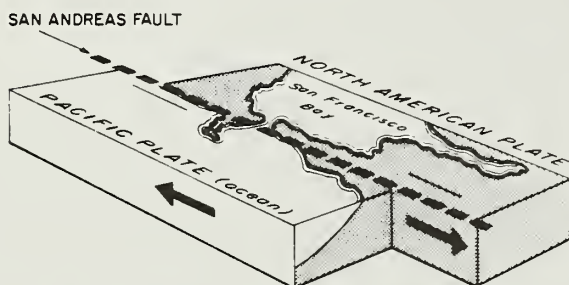
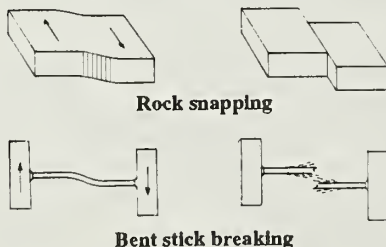


PLATE MOVEMENT ALONG SAN ANDREAS FAULT

Even though the shock waves generated by earthquakes may travel for great distances, they originate within or directly on active faults. Such a shock wave originating on an active fault can have a widespread effect upon the earth as it spreads from its point of origin. If the shock were centered under the ocean — for instance along a fault somewhere in the Pacific Ocean between Hawaii and the Mainland — it might create a seismic sea wave or tsunami. These are also commonly known as tidal waves; however, this is incorrect as a tsunami is generated by seismic activity, not tidal action. Tsunamis gain in velocity as they travel, potentially moving at more



than 400 miles per hour and reaching a maximum vertical run-up, or height, of more than 35 feet. There is also an inland cousin of the tsunami called a seiche; a seiche could occur in enclosed bodies of water such as bays, lakes, reservoirs and large water tanks.

The most common expression of earthquakes is ground shaking. The shaking occurs as shock waves generated by the snapping of two rock "plates" move through the materials of the earth's crust. The strength and duration of a shock wave will vary according to the types of earth materials the wave is passing through. For example, the wave will pass rapidly through solid rock but will pass more slowly and increase in intensity through bay mud. Therefore, the degree of ground shaking is dependent upon both the proximity to the fault and the composition of the underlying geologic formations.

In the broadest sense, the structures of man are the key factor in an analysis of earthquake hazards. In an open meadow, it would usually be possible to ride out the most massive earthquake in relative safety. It is the structures built by man in seismic areas which create hazardous situations.



In these areas all structures are affected by geologic hazards of some kind. Ground shaking, and the transmission of earthquake vibrations from the ground into structures, is the most universal hazard, and such shaking may cause structural collapse. All areas of San Francisco will be subject to some degree of ground shaking in a large earthquake. Because buildings respond in different ways, depending upon the type of construction and foundations, and the type of soil the building is resting on, proximity to a fault may not be the key indicator of damage potential. The 1906 earthquake caused the most severe damage from ground shaking in the northeast corner of San Francisco, the area farthest from the San Andreas Fault.

Unlike most areas of California, San Francisco is an almost totally constructed city; its borders have been defined for more than 100 years and very little land is left

POLICY 5

Maintain and expand the City's fire-prevention and fire-fighting capability.

POLICY 6

Establish a system of emergency access routes for both emergency operations and evacuation needs.

POLICY 7

Provide continuing public education regarding emergency procedures.

RECONSTRUCTION**OBJECTIVE 4**

ASSURE THE SOUND AND RATIONAL RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

POLICY 1

Maintain the sound and rational redevelopment of San Francisco, following a major disaster, by rebuilding in accordance with established Comprehensive Plan objectives and policies, appropriate City codes, and other community concerns and needs.

POLICY 2

Adopt contingency legislation to provide for anticipated needs following a disaster and to reduce pressures for unnecessarily rapid reconstruction.

POLICY 3

Create a Reconstruction Planning Committee to insure that development following a major disaster takes place in a timely fashion according to established objectives and policies.

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2. Estimated Building Damage Levels for a "1906-Type" Earthquake	I.8.7
3. Special Geologic Study Areas	I.8.12

SUMMARY OF OBJECTIVES AND POLICIES

LIFE SAFETY

OBJECTIVE 1

REDUCE HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE EARTHQUAKES.

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of use, importance of the use to public safety and welfare, and density of occupancy.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures.

POLICY 3

Abate existing hazards in all critical community facilities; where it is not feasible to abate hazards to existing facilities in special geologic study areas, move them to new safer locations; limit location of new facilities to sites outside special geologic study areas unless no viable alternative exists.

POLICY 4

Require geologic or soil engineering site investigation, and compensating structural design based on findings, for all structures in special geologic study areas.

POLICY 5

Modify permitted land uses and types of structures, where appropriate, according to geologic factors and consistent with the levels of acceptable risk.

POLICY 6

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design.

POLICY 7

Support seismic research through appropriate actions by all public agencies.

PRESERVATION

OBJECTIVE 2

PRESERVE, CONSISTENT WITH LIFE SAFETY CONSIDERATIONS, THE ARCHITECTURAL CHARACTER OF BUILDINGS AND STRUCTURES IMPORTANT TO THE UNIQUE VISUAL IMAGE OF SAN FRANCISCO.

POLICY 1

Retain the architectural design character of buildings and structures in the renovation work required for abatement of hazards to life safety.

EMERGENCY OPERATIONS

OBJECTIVE 3

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM THE EFFECTS OF FIRE OR NATURAL DISASTER THROUGH ADEQUATE EMERGENCY OPERATIONS PREPARATION.

POLICY 1

Maintain a local agency for the provision of emergency services to meet the needs of San Francisco.

POLICY 2

Develop and maintain viable, up-to-date departmental emergency operations plans, with necessary equipment, for operational capability of all emergency service agencies and departments.

POLICY 3

Maintain and expand agreements for emergency assistance from other jurisdictions to ensure adequate aid in time of need.

POLICY 4

Establish and maintain an adequate emergency operations center.

undeveloped. Many other cities still have the opportunity to limit or modify construction on sites of potential geologic risk. San Francisco must begin to approach the problem of seismic hazards by considering the interaction between already existing structures and their underlying geology. This is the most important factor in the determination of the direction for seismic hazard considerations in San Francisco. These considerations must include: (1) an identification and resolution of possible hazards in existing urban development, and (2) a determination of guidelines for future development.



SEISMIC INVESTIGATIONS

Investigations have been undertaken by the Department of City Planning and structural and geologic consultants to determine the nature, scope and effects of seismic hazards in San Francisco. Fundamental to the consideration of seismic hazards is an evaluation of the geologic environment of the city; closely related is an evaluation of structures, both buildings and other structures, including "lifelines" — the essential public systems, facilities and utilities such as bridges and roadways, hospitals, and water supply.

Investigation of emergency operations is another important factor in an analysis of community safety. This investigation explored the state of preparedness in San Francisco to respond to community needs in the event of a disaster.

The fourth major area of investigation was directed towards the evaluation of planning needs for post-disaster reconstruction. Problems faced by other cities following a major earthquake, and other factors, were studied to determine what should be anticipated in San Francisco and appropriate actions that could be taken.

Geologic Investigation

In an active earthquake area such as San Francisco, the underlying geology poses a potential hazard to structures and property. The geologic study identified, described and analyzed geologic and seismological factors of earthquake hazards within San Francisco.

A generalized geologic map has been compiled, which combines multiple factors, such as the location and extent of major geologic formations in San Francisco that have distinctive engineering characteristics and fault locations; this map serves as a basis for the identification and evaluation of individual geologic factors.

These factors are mapped to define areas of specific hazards or potential hazards, with accompanying descriptions. Each map presents a separate geologic factor to reduce possible misinterpretation of the information.

Faults

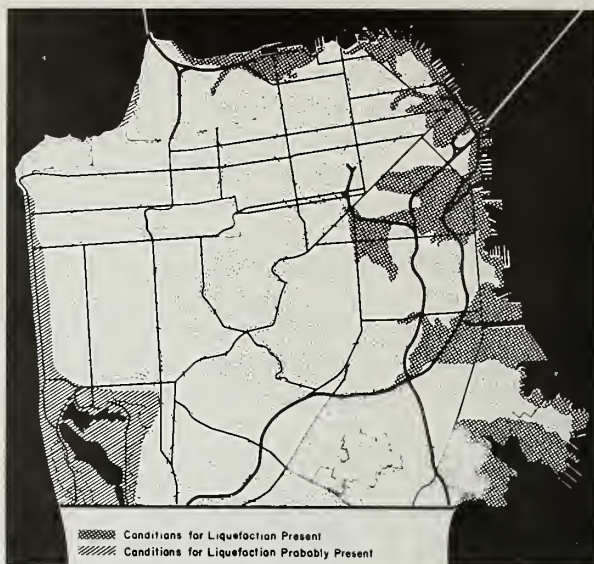
No active faults are known to exist within San Francisco. Ancient, inactive faults (that is, those faults which have had no movement in the last 10,000 years) are identified; none is considered capable of producing as large an earthquake as has occurred on the San Andreas Fault, and none is expected to move in any foreseeable future earthquake.

If an earthquake were to have a major effect in the San Francisco Bay Area, it would probably originate on or near either the San Andreas Fault along the Pacific Coast or the Hayward or Calaveras Faults in the East Bay.

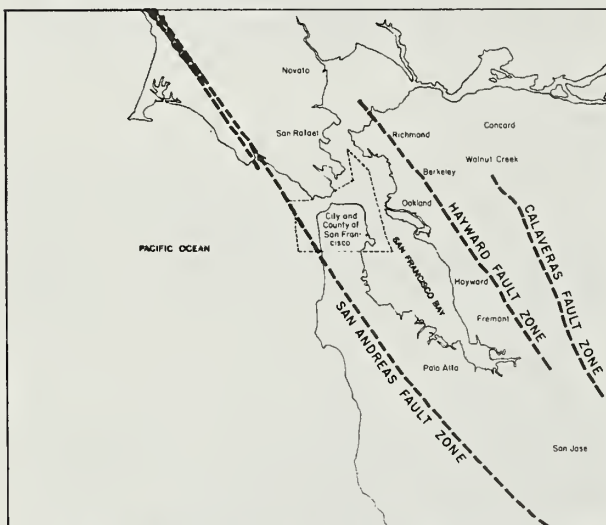




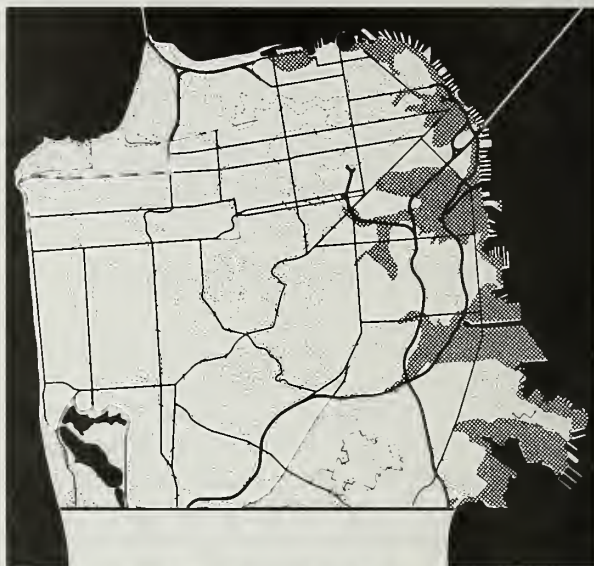
FAULT LOCATION IDENTIFIED



POTENTIAL LIQUEFACTION HAZARD AREAS



ACTIVE FAULTS IN SAN FRANCISCO BAY AREA



POTENTIAL SUBSIDENCE HAZARD AREAS



POTENTIAL LANDSLIDE AREAS



POTENTIAL INUNDATION AREAS DUE TO RESERVOIR FAILURE



a particular use may present to the larger community (the storage of volatile goods), the intensity of use, or the density of occupancy (such as theaters, schools, and office buildings or apartments); and whether exposure to risk is a voluntary or involuntary action (as in stores, convalescent hospitals, jails). The acceptable level of risk for each type of structure must ultimately be determined by the cost the community is willing or able to expend.

Public codes, especially the City Planning Code and the Building Code, regulate land uses and set minimum standards for construction of buildings and other structures. These codes are for the purpose of providing for the general public health, safety and welfare. Amendments, where necessary, should be made to these regulatory codes to incorporate requirements needed to effect levels of acceptable risk for all structures and uses. When feasible these amendments should be retroactive to serve as the basis for hazard abatement programs, especially for critical community facilities.



The following three classifications of criteria should be used to determine standards to achieve the minimum level of acceptable risk for all structures:

Risk Level 1

- No structural collapse should occur.
- Damage may occur to interior or exterior finishes, mechanical systems, or to contents of structure.
- Applies generally to low-density, voluntary occupancy structures of wood-frame, Type 5, construction for which there is no critical community need:

Single-family homes
Two-family homes
Apartment buildings
Warehouses
Store
Industrial buildings

Risk Level 2

- No structural collapse or mechanical failure should occur that could cause loss of life.
- Mechanical systems may fail to operate but failure of mechanical or architectural elements such as light fixtures, pipes or ducts, suspended ceilings, or elevators should not cause loss of life.
- Failure of mechanical systems should be limited to that which can be quickly repaired with minimal outside assistance.
- Damage may occur to interior or exterior finishes or to contents of structures.
- No damage that would preclude rapid restoration to operational capability should occur.
- Applies generally to structures of medium-to-high-density occupancy and structures whose use following a disaster might be desirable but not critical:

Large stores
Theatres and other places of public
Assembly
Office buildings
Large apartment buildings or complexes
Large hotels
Police stations
Schools
Jails and detention centers
Dormitories
Convalescent hospitals

Risk Level 3

- No structural or mechanical failure.
- Little or no damage to interior furnishings and equipment.
- Must be fully operational immediately following a major earthquake.
- Applies generally to all structures which are critical community facilities, or whose failure would present great hazards to the community:

Emergency operations facilities
Emergency Operations Center
Central Radio Station
Central Fire Alarm Station
Police Dispatch Headquarters
Hospitals
Water reservoirs
Gas or oil storage tanks
Bridges
Public records storage structures



POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures.

Existing hazardous buildings and structures represent a threat to the lives and safety of the community that should not be continued. Actions should be taken to identify these structures, and abatement of the hazards should commence at the earliest possible time. Priority for identification and abatement of hazards should be given to: (1) areas hazardous Pre-Code, Type C buildings; (2) areas with high population densities, and (3) those structures for which there is a critical community need.

POLICY 3

Abate existing hazards in all critical community facilities; where it is not feasible to abate hazards to existing facilities in special geologic study areas, move them to new safer locations; limit location of new facilities to sites outside special geologic study areas unless no viable alternative exists.

Special attention should also be given to the critical facilities that are presently located in areas of potential ground movement or inundation hazard. If compensation cannot be made to assure their function, consistent with their community importance, they should be moved to new, safer locations.

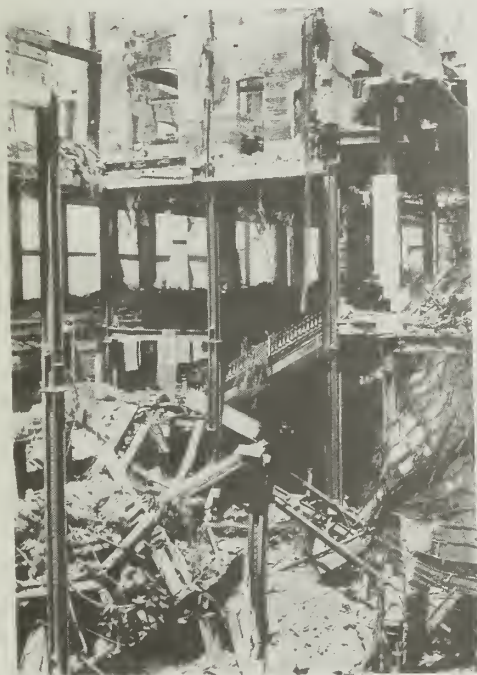
Sites for new critical community facilities should be very carefully selected. The site selection process should seek to minimize hazards to the operation of the facility and the costs that are required for proper construction. To achieve this, priority for selection of sites should be given to locations outside of Special Geologic Study Areas. If sites within the special study areas would be especially advantageous, special engineering design should be included to assure that identified risks have been ameliorated.

POLICY 4

Require geologic or soil engineering site investigations, and compensating structural design based on findings, for all new structures in special geologic study areas.

The Special Geologic Study Areas include all areas of San Francisco in which one or more potential geologic hazards exist. Potential land movement hazards, potential inundation hazards, or both, may be present for any site within these areas. Special site investigations should be required in these potential hazard areas to determine the actual hazard, if any, for all proposed new development. Based upon the finding of the site investigation and determination of type and degree of hazard present, appropriate engineering design should be required to ameliorate the hazard. If proper engineering design is not technically or economically feasible, development of the site should not be permitted.

Increased concentrations of people in areas of potential geologic hazards increases the possibility of injury or loss of life. Special evaluations must be made to determine the appropriateness for expansion of existing uses in the Special Geologic Study Areas. Only if determination is made that adequate safety, consistent with the levels of acceptable risk, can be assured should expansion be allowed.

**POLICY 5**

Modify permitted land uses and types of structures, where appropriate, according to geologic factors and consistent with the levels of acceptable risk.

Thorough integration of geologic factors in regulation of land and structures should be made to further protect life and property and assure the most positive relationship of geologic environment and the type and uses of structures.

POLICY 6

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design.

It is essential to the public safety and welfare that codes regulating the construction of buildings and structures incorporate the latest knowledge and standards for seismic design. As practical application of this knowledge becomes possible it should be incorporated in appropriate codes. In particular, action should be taken to amend codes relative to improved standards for design of lifeline systems, impact of geologic environments on land uses, and inclusion of anticipated ground shaking factors in standards for engineering design of buildings and structures.

POLICY 7

Support seismic research through appropriate actions by all public agencies.

Understanding of earth movement forces, and in turn the ways they affect the design of structures, provides the means for improved standards to better assure the public safety. For this reason the public interest is served through continuing and expanded research programs.

Public agencies should support existing seismic research programs and encourage new programs by appropriate actions in their area of responsibility. Particular efforts should be made to assure the completion and continued maintenance of the strong-motion instrumentation program in San Francisco.



SPECIAL GEOLOGIC STUDY AREAS

Map 3



Potential Ground Failure Hazards



Potential Inundation Hazards



Potential For Both Ground Failure And Inundation Hazards

PRESERVATION

OBJECTIVE 2

PRESERVE, CONSISTENT WITH LIFE SAFETY CONSIDERATIONS, THE ARCHITECTURAL CHARACTER OF BUILDINGS AND STRUCTURES IMPORTANT TO THE UNIQUE VISUAL IMAGE OF SAN FRANCISCO.

The qualities that make San Francisco a special and unique city are many. One of those very important qualities is the style and design characteristics of the city's older buildings. Some of these date from the 1800's but most were built in the early 1900's. These buildings and structures, by present standards and knowledge of structural design, may present hazards to those who occupy them. It is important to eliminate life safety hazards that may be present in these older buildings, and it is equally important to retain those features of the design that significantly contribute to the special character of San Francisco.



POLICY 1

Preserve the architectural design character of buildings and structures subject to requirements for abatement of hazards to life safety.

The abatement of hazards to life safety will affect, primarily, the older structures in the city. Often the hazards presented by the structures are from those architectural design elements — parapets, cornices, and other ornamentation — that give each their own special character. In cases where remedial work is required to abate hazards from structures important to the character of San Francisco, every effort should be made by the owner and the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

EMERGENCY OPERATIONS

OBJECTIVE 3

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM THE EFFECTS OF FIRE OR NATURAL DISASTER THROUGH ADEQUATE EMERGENCY OPERATIONS PREPARATION.

Emergency operations planning and preparation are essentially preventive activities. The goals are saving lives, caring for the injured and re-establishing services that are essential to meet the immediate needs of the community. Although all critical emergency operations activities take place in the hours immediately after a disaster, the quality or success of these activities will be decided by the adequacy of pre-disaster planning and preparation.

POLICY 1

Maintain a local agency for the provision of emergency services to meet the needs of San Francisco.

The key to effective organization for response to a natural disaster or any other emergency is the ability to accelerate and reinforce existing, practiced governmental functions. Effective emergency operations can take place only through coordination by a permanent public emergency services agency.



Emergency operations activities in San Francisco are the responsibility of the Mayor's Office of Emergency Services. This agency should be maintained and its capability expanded, as needed to continue coordination of all emergency operations plans and activities. To assure adequate preparedness and operation capability, the agency should conduct, on a regular basis, all needed test exercises of the City's emergency preparations network — emergency medical relief, emergency supply distribution, emergency communications capability, and other services. The exercises should be conducted at the operational levels.

POLICY 2

Develop and maintain viable, up-to-date in-house emergency operations plans, with necessary equipment, for operational capability of all emergency service agencies and departments.

Agency and departmental emergency operations plans and standard operating procedures are an essential element of an adequate municipal emergency operations system. These plans designate who is to perform specific actions; without them there can be little or no operational capability. The preparation of these plans should be the responsibility of the individual department or agency. To assist them the San Francisco Office of Emergency Services should develop criteria and guidelines for the preparation of the plans.

POLICY 3

Maintain and expand agreements for emergency assistance from other jurisdictions to ensure adequate aid in time of need.

San Francisco is able to receive assistance from other political jurisdictions after a disaster through its participation in the State Mutual Aid program, whereby each local jurisdiction relies first on its own resources; then, in accordance with prior formal agreements, calls for help from higher political jurisdictions as needed.

Mutual Aid should, and legally can, be expanded to include agreements regarding the sharing of personnel, such as the staffs of other public works departments, as well as equipment.

Mutual Aid assistance programs should be continued, and where appropriate, expanded; and the necessary actions, to the point of State or local legislation, should be taken to assure this.

POLICY 4

Establish and maintain an adequate Emergency Operations Center.

An Emergency Operations Center (EOC) is the central protected facility to be used as a working base for directing and controlling emergency operations following a disaster. It should be a multi-purpose facility which houses the normal, day-to-day emergency services of



the city — police communications, fire alarm dispatch center, ambulance dispatch center and others — and should be capable of being easily up-staffed in the event of a major disaster. It is the most important emergency operations facility.

POLICY 5

Maintain and expand the city's fire prevention and fire-fighting capability.

San Francisco insures fire safety and is protected from conflagration by City Charter provisions, Building Code provisions, Fire Code provisions and standard City operating policies.

The water supply capability for fire-fighting relies on two separate systems: the Auxiliary Water Supply System (AWSS) and the domestic water supply system. The AWSS, a high-pressure network, is the primary fire protection water supply system for downtown San Francisco. Expansion of a single line of the system through the western, southern and eastern districts of the city, to create "fire break" capability in the event of a major conflagration, should be undertaken as rapidly as possible.

The domestic water supply system is used for fighting fires in all areas of the city not covered by the AWSS. Any expansion of the domestic water supply system should conform to the most advanced standards for seismic construction; and any opportunity for replacement of the order parts of the system should be taken.

The key to adequate water supply systems, and fire safety programs such as fire inspection, is regular ongoing funding for equipment and program maintenance. Funding for new equipment, fire houses and other capital expenses has consistently been provided in San Francisco; adequate funding should also be provided to assure high levels of maintenance for facilities and equipment and for fire prevention programs.

POLICY 6

Establish a system of emergency access routes for both emergency operations and evacuation.

If a major earthquake were to occur, debris from damaged buildings and other structures would clutter, and in many cases block, principal transportation routes. This is especially likely to happen in the Market - Van Ness

- San Francisco Bay triangle area and south of Market Street. Routes made impassable by debris would limit access to key emergency operations facilities and sites, and would impair fire and rescue operations.

Primary and alternate emergency routes should be designated; selection criteria should include topography, geologic hazards, street widths, population density and potential inundation areas. These emergency routes should serve both emergency access needs and the need for evacuation of areas subject to possible inundation from tsunami or reservoir failure. The routes to critical emergency facilities and sites will frequently differ from the routes which evacuate residents from a hazard area; thus the criteria for establishing these routes may also differ.

POLICY 7

Provide continuing public education regarding emergency procedures.

A comprehensive public education program regarding earthquakes and other natural hazards should be developed. It should provide information about the nature of earthquakes, about the many relatively simple and inexpensive precautions that can be taken before an earthquake to minimize individual injury and property damage, and about the kind of actions to take during and immediately after an earthquake to increase personal safety. Publicity through the media is important and continuing education and instruction should be undertaken through the public schools, Red Cross courses for adults, and programs with community groups and organizations.

RECONSTRUCTION

OBJECTIVE 4

ASSURE THE SOUND AND RATIONAL RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

A major disaster resulting in extensive destruction of many parts of the city will result in a public and private commitment to rebuild San Francisco. It will be desired to rebuild as rapidly as possible; this in turn is likely to lead to overwhelming pressure to overlook established development objectives and procedures.

On a continuing basis public regulations and policies have been instituted to further the development of San Francisco in a sound and rational manner. In rebuilding it is imperative that established life safety procedures be observed, and that reconstruction of the destroyed areas takes full advantage of the opportunity to effect improvements to the city. Proper planning prior to a disaster can assure the sound and rational reconstruction of San Francisco.

POLICY 1

Maintain the sound and rational development of San Francisco, following a major disaster, by rebuilding in accordance with established Master Plan objectives and policies, appropriate city codes, and other community concerns and needs.

The Master Plan and numerous City codes have been adopted to assure the preservation and enhancement and the safety of this very desirable urban environment. Following a major disaster the normal functioning of the city will be disrupted. In the efforts to restore the city, all existing development policies and regulations must be enforced. The existing policies, regulations and procedures should not be lessened or circumvented in any manner as the result of pressures for rapid reconstruction.

In those areas that will be reconstructed, the opportunity should be taken to realize the objectives and policies of the Master Plan. Particular opportunities may exist for residential and multiple use development; for needed changes or modification to transit and trafficways systems; and provision of much needed public and private open space.

POLICY 2

Adopt contingency legislation to provide for anticipated needs following a disaster and to reduce pressures for unnecessarily rapid reconstruction.

New legislation will be required to meet the special needs of the City during the reconstruction period. Although it is essential that existing processes be observed during reconstruction, many special services and facilities will be needed on a short-term basis. Particular consideration should be given to legislation related to:

provisions for temporary housing, commercial and community facilities needs; appropriate amendments to the Planning Code, especially to limit reconstruction of non-conforming uses; establishment of priorities for the use of limited resources such as building materials and labor; and assurance of adequate staffing of City agencies to provide for community needs during reconstruction. Automatic expiration dates should be considered for all legislation enacted in response to reconstruction needs.

POLICY 3

Create a Reconstruction Planning Committee to insure that development following a major disaster takes place in a timely fashion according to established objectives and procedures.

In order to minimize disruption to City functions, assure viable direction and coordination of reconstruction and in general expedite the sound and rational reconstruction of San Francisco, an Advisory Reconstruction Planning Committee should be appointed. The charge of the Committee would be to formulate strategies and make recommendations for actions that should be taken in advance of and following a major disaster to appropriately guide reconstruction efforts. The Committee should be established at the earliest feasible time through joint action by the Mayor and the Board of Supervisors. The Department of City Planning should be responsible for the coordination of the work undertaken by the committee.

Appointments to the Committee should include, but should not be limited to, representatives of: the Mayor's Office; Board of Supervisors; Department of City Planning; Department of Public Works; Office of Emergency Services; Federal, State and local governmental and private organizations providing (1) financial assistance, (2) medical, housing, and social services, and (3) transportation and transit services; public utilities; labor; business and finance; and the construction industry.

